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DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: HANKINSON, RICHARD J., INSPECTOR GENERAL

To: AG.

ODD: NONE

Date Received: 08-16-91 Date Due: NONE Control #: X91081615103

Subject & Date

08-16-91 MEMO ADVISING THAT HE WILL BE ON VACATION FROM
AUGUST 19-23, 1991. DEPUTY INSPECTOR GENERAL
ROBERT L. ASHBAUGH WILL BE ACTING INSPECTOR GENERAL DURING
THAT PERIOD.

	Referred To:	Date:		Referred To:	Date:	
(1)	OAG;	08-16-91	(5)			W/IN:
(2)			(6)			
(3)			(7)			PRTY:
(4)			(8)			1
	INTERIM BY:			DATE:		OPR:
	Sig. For:	NONE		Date Released:		PAB

Remarks

INFO CC: OAG (SCHALL)

Other Remarks:

FILE: OFFICE OF THE INSPECTOR GENERAL (OIG)

REMOVE THIS CONTROL SHEET PRIOR TO FILING AND DISPOSE OF APPROPRIATELY

16 August 91



U.S. Department of Justice

Office of the Inspector General

RECEIVED
DEPARTMENT OF JUSTICE

The Inspector General

Washington, D.C. 20531 AUG 16 P1:50

EXECUTIVE SECRETARIAT

August 16, 1991

MEMORANDUM FOR WILLIAM P. BARR
ACTING ATTORNEY GENERAL

FROM:


RICHARD J. HANKINSON
INSPECTOR GENERAL

SUBJECT"

Vacation

I will be on vacation August 19-23, 1991. My deputy, Robert L. Ashbaugh, will be Acting Inspector General during that period.

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: HANKINSON, RICHARD J., INSPECTOR GENERAL

To: AG.

ODD: NONE

Date Received: 10-07-91 Date Due: NONE

Control #: X91100717355

Subject & Date

10-04-91 MEMO ATTACHING A COPY OF THE FY 1992 INSPECTOR
GENERAL AUDIT AND INSPECTION WORKPLAN OF MAJOR REVIEWS
THAT HE PLANS TO CONDUCT IN THE DEPARTMENT OF JUSTICE THIS
YEAR.

Referred To: Date:
(1) OAG; 10-07-91
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Referred To: Date:
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INTERIM BY:
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Remarks

CC INDICATED FOR ODAG (TERWILLIGER).

(1) FOR INFORMATION.

Other Remarks:

GJT 10-07-91

FILE: OFFICE OF INSPECTOR GENERAL (OIG)

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**Office of the
Inspector General**

**FY 1992
CONSOLIDATED
WORKPLAN FOR
AUDITS AND
INSPECTIONS**



U.S. Department of Justice

Office of the Inspector General

RECEIVED
DEPARTMENT OF JUSTICE

'91 OCT -7 A9:58

Washington, D.C. 20530

October 4, 1992

EXECUTIVE SECRETARIAT

MEMORANDUM

For: William P. Barr
Acting Attorney General

From: 
Richard J. Hankinson
Inspector General

Subject: FY 1992 Inspector General Audit and Inspection Workplan

Attached is a copy of the audit and inspection workplan of major reviews that I plan to conduct in the Department of Justice this year. I will also be sending copies to other senior officials and component heads so that they are informed of the planned activities of my office that pertain to programs and operations that they oversee. Several aspects of the workplan warrant some comment or additional observations for your information and theirs.

First, this is a fluid plan. It will be adjusted over the course of the year to meet changing priorities and newly discovered problems. You will recall that I gave you this same caveat when I sent you last year's workplan. We completed a number of important studies this past year that were not on last year's workplan: our reports on the Office of Justice Programs, INS' Accelerated Citizen Entry program, DEA's Weapons Procurement, and INS' Firearms Policy, for example. We also dropped projects from the workplan over the course of the year -- to make room for new projects and because, for instance, early survey work indicated that a full audit or inspection was unnecessary. My point in discussing this is to remind you and other Departmental officials that this office retains the flexibility to redirect audit and inspection resources to examine other issues that may loom in importance, and I remain open to management requests for assistance whenever they may occur.

Second, there is an increasingly important audit activity that is not reflected in the workplan. More and more, I am devoting auditors to assist in investigations conducted by my office. While employee corruption and misconduct cases are still the staple of the Investigations Division workload, we are developing more complex, paper intensive white collar fraud cases that significantly benefit from the expertise of auditors. I am pleased to see the expansion of our investigative caseload into this arena. At the same time, however, this investigatory audit work makes an inroad into the resources available for the audits described in this workplan.

Third, the FY 1992 workplan reflects two significant initiatives. Some of our prior audits and inspections have found deficiencies in the awarding of contracts and the initial procurement process. Consequently, I am expanding the contract audit work that we will do this year to assess the way the Department monitors contractor performance and assures that it is paying a reasonable price for the goods and services that it obtains. For the same reasons, I want to test the protection afforded by the Single Audit Act. Therefore, I have planned some direct audit work in the area of grant management to determine whether DOJ grantees properly use our grant funds. Thus, my first initiative involves some active exploratory work into the financial aspects of selected DOJ grants and contracts to see if our Justice dollars are well spent.

The second new initiative involves a very substantial entry into the activities of the litigating divisions and United States Attorneys offices. We began this process in a limited way last year with inspections of two United States Attorneys offices and the Criminal Division's Office of Special Investigations. This year, however, we will be looking at how several of the litigating divisions manage big-dollar contracts for litigation support, the care with which expert witness fees are determined and paid, whether S & L fraud resources have been fully allocated, and the effectiveness of criminal debt collections. Thus, this workplan reflects a much more extensive inquiry into litigation-related operations in the Department.

Finally, not reflected in the workplan is a process that is very important to the quality of audit work performed by all Inspectors General. Under the Inspector General Act, each audit office must undergo an assessment of the quality of its operations and internal controls. The review is conducted pursuant to guidelines established by the President's Council on Integrity and Efficiency. During the first quarter of this year, my Audit Division will be examined by OIG auditors from the Department of Veterans Affairs. We, in turn, will be conducting such a review of the audit staff for the Inspector General of the Agency for International Development. The result of this work by the IG community should be an enhanced assurance as to the quality of their audit work governmentwide.

I welcome any questions or suggestions that you may have regarding any of the foregoing. I would also like to take this opportunity to express my personal gratitude for the support that the Department and its senior officials have given to me and to the Office of the Inspector General during this past year. Management has been responsive to our audits and inspections and I look forward to similar cooperation in the coming year.

Attachment

**FY 1992 OIG CONSOLIDATED WORKPLAN
FOR AUDITS AND INSPECTIONS**

FY 1992
CONSOLIDATED WORKPLAN

INTRODUCTION

This workplan consolidates the efforts of two separate and different components of the Office of the Inspector General. It is important to note that audits and inspections are different--in the way they are performed and in the purpose they serve.

An audit is done by the book--in this case, by the yellow book called the Comptroller General's Government Auditing Standards, "Standards for Audit of Governmental Organizations, Programs, Activities, and Functions" (1988 rev.). The OIG Audit Division, over 50% of whom have advanced certificates or degrees, is fully trained to these standards, which emphasize the careful collection and assessment of accounting evidence, stringent requirements concerning the maintenance of supporting workpapers, and a rigid quality control and internal review process that must be completed before any audit may be released even in draft. In consequence of these requirements, audits generally are highly reliable tests of the programs, operations, or transactions that they encompass. They also, unfortunately, sometimes require considerable periods of time to complete.

In contrast, inspections are intended to be briefer studies of a program or operation in order to get useful insights and recommendations back to the manager as quickly as possible. The Inspections Division brings to its task a multi-disciplinary approach and a broad array of professional experiences with many components of the Department and with other parts of the Federal government. Inspections are governed by guidelines issued by the President's Council on Integrity and Efficiency and are designed to provide reliable information using a variety of methodologies. Generally, inspections may rely somewhat more on interviews than an audit would, and smaller samples might be taken than would be acceptable for an audit. Like audits, however, inspections are subject to a stringent internal review and quality control process before they are released.

The workplan presented here is the product of a careful distillation of over 200 proposals for audits or inspections. The process began several months ago with a request to each head of an office, bureau or division for suggested subjects that might warrant examination. This was only the beginning of the task, however, for there are a number of other considerations that shape the final workplan. Foremost among them for the Audit Workplan is OMB Circular A-73, "Audit of Federal Operations and Programs" (June 20, 1983 rev.); its principles, however, were also useful in the development of the Inspection Workplan. OMB Circular A-73 requires that consideration be given to ten specific priorities. (While only a few are mentioned here, the rest

FY 1992
CONSOLIDATED WORKPLAN

are described in more detail in the discussion of Audit Requirements, appearing at pp. 36-37.) Among these considerations are the following:

1. Statutory and Regulatory Requirements. Some IG work is required to be conducted each year, including the Department's charges to the Superfund for environmental litigation expenses, the Department's implementation of new restrictions on lobbying by grantees and contractors, and its procurement and reporting of consulting services. The OIG will also assess the Department's adherence to OMB Circular A-123 (the internal control and high risk assessment program) because the Attorney General is required by law to certify to its efficacy in the Department. In addition, the INS SAVE automated information system will be examined to assess the reliability of the data it contains in order to meet the requirements of the Computer Matching and Privacy Protection Act of 1988.
2. High Risk Areas. Another factor involves the adequacy of internal control systems as indicated by risk assessments and internal control reviews required by OMB Circular A-123. An audit or inspection (sometimes several) will examine many of the Department's reported high risk areas during the next year. A list of the identified high risks and the audit or inspection activities that have been scheduled to continue the important monitoring of these very vulnerable programs and activities appears at pp. 4-10. Also incorporated in this list are past reports bearing on each high risk area.
3. Management Needs. The workplan is developed in consultation with the responsible program officials and senior management. For example, the inspection of USMS Procurement Activities was prompted by a request from the Deputy Attorney General, and the examination of Community Relations Service Grant Management was requested by its senior leadership. Three other reviews were suggested by the Assistant Attorney General for Administration.
4. Sensitivity of Programs. The workplan also attempts to reach programs that are deemed to be sensitive, either because of the newness of the program, the dollar magnitude, or vulnerabilities found in past audits or inspections. These considerations prompted the office to audit Project Eagle (postponed from last year); Financial Institution Fraud, a relatively new program undergoing a significant expansion; and the Office of Justice Programs Anti-Drug Abuse Grant Program, where funds have significantly increased in recent years.
5. Attorney General Priorities. On May 8, 1991, the Attorney General described his program priorities to the Department. Although not required by A-73, in drawing up this

FY 1992
CONSOLIDATED WORKPLAN

year's workplan an effort was made to define audits and inspections that were responsive to those priorities. Hence, in the area of the war on drugs, the OIG has planned audits of OCDETF, the DEA State and Local Task Force Program, and OJP's Anti-Drug Abuse Grant Program. In the area of debt collections, audits are scheduled to assess Criminal Debt Collections, INS Carrier Collections, INS Cash Collections, and the INS Alien Travel Expenditures, while inspections are planned of the INS Transit Without Visa Agreements, Management of Delivery Bonds, and BOP's Inmate Financial Responsibility Program. With respect to the concern for prison overcrowding, inspections are planned of INS' Detention Facilities and BOP's Modernization and Repair Projects.

In the pages that follow, there is a compilation of all planned audit and inspection work, arranged by component (pp. 1-3); a listing of past and planned audit and inspection work relevant to identified Departmental high risk areas (pp. 4-10); the FY 1992 Inspection Workplan with a summary of each review (pp. 11-33); and the FY 1992 Audit Workplan with a description of other Audit Division activities and of the individual audits that are planned (pp. 34-62).

**FY 1992
CONSOLIDATED WORKPLAN**

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CONSOLIDATED WORKPLAN**

SUMMARY OF WORK BY COMPONENT

Audit Workplan

Inspections Workplan

**Multi-Component
Reviews**

DEA, FBI,
USMS, EOUSA,
Crim, Tax

Effectiveness of OCDETF

JMD, All Bureaus

Procuring and Reporting
Consulting Services

JMD, OJP

Restrictions on Lobbying

EOUSA, FBI,
Fraud
Litigating Divisions

Financial Institution

Litigating Divisions

Expert Witness Fees

Litigating Divisions,
JMD

Administration of Litigation
Support Contracts

United States Marshals Service

Contract Services for Management
of Seized Assets

Procurement Activities

Use of Guards and Intermittent
Deputy United States Marshals

Drug Enforcement Administration

State and Local
Task Force Program

Special Operations

Weapons Accountability

**FY 1992
CONSOLIDATED WORKPLAN**

Audit Workplan

Inspections Workplan

Federal Bureau of Investigation

FBI Forensic Services

Contract Review Board

Bureau of Prisons

Audit of FY91 Financial Statement
BOP Commissary Trust Fund

Office of Professional
Responsibility

Audit of FY91 Financial Statement
Federal Prison Industries

Inmate Financial
Responsibility Program

Modernization and Repair
Projects

Immigration & Naturalization Service

INS Carrier Collections

Detention Facilities

Pre-Inspection of U.S. Bound Travelers

Transit Without Visa
Agreements

Cash Collections

SAVE Program

INS Alien Travel Expenditure Account

Management of Delivery Bonds

Audit of FY91 Financial Statement
User Fee Accounts

Background Investigations
and Reinvestigations

Office of Justice Programs

Anti-Drug Abuse Grant Program

**FY 1992
CONSOLIDATED WORKPLAN**

Audit Workplan

Inspections Workplan

Justice Management Division

Review of Project EAGLE

Internal Control Systems

Procurement Activities

Injury and Disability
Compensation Program

Audit of FY91 Financial Statement
Working Capital Fund

Community Relations Service

Grants Management

Executive Office for United States Attorneys

Collection of Criminal Debt

Environment & Natural Resources Division

FY91 Superfund Activities

Executive Office for United States Trustees

Oversight of Panel and Standing
Trustees

Executive Office for Asset Forfeiture

Audit of FY91 Financial Statement
Asset Forfeiture Fund

Audit of FY Financial Statement
Seized Asset Deposit Fund

**FY 1992
CONSOLIDATED WORKPLAN**

**OIG COVERAGE OF
DEPARTMENT OF JUSTICE
HIGH RISK AREAS**

AUDIT/INSPECTION COVERAGE FOR THE PERIOD FY 1990 - FY 1992*

1. BUREAU OF PRISONS - PRISON OVERCROWDING

Audit Coverage

New Facilities Construction Program in the Bureau of Prisons, issued March 14, 1991.

Inspection Coverage

FY 1992 Inspection - Modernization and Repair Projects

2. BUREAU OF PRISONS - FIRE CODE COMPLIANCE

Inspection Coverage

Efforts to Identify and Correct Fire Code Deficiencies in Federal Institutions, issued August 20, 1991.

3. BUREAU OF PRISONS - RECRUITMENT AND RETENTION PROBLEMS

Audit/Inspection Coverage

None.

*The audits and inspections listed here examine certain aspects of the high risk areas. In no instance do we have the resources to conduct a comprehensive examination of all aspects of a high risk area.

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CONSOLIDATED WORKPLAN**

4. DEPARTMENTAL DEBT COLLECTION

Audit Coverage

Administrative Review of the United States Attorney's Office - Northern District of Indiana, issued November 1989.

Administrative Review of the United States Attorney's Office - Eastern District of Michigan, issued November 1989.

Planning for Debt Collection Within the Department of Justice, issued January 17, 1990.

Debt Collections at the United States Attorney's Office, Eastern District of Texas, issued January 29, 1990.

Use of Private Counsel for Debt Collection, issued in draft August 12, 1991.

FY 1992 Audit - Collection of Criminal Debt

Inspection Coverage

FY 1992 Inspection - Transit Without Visa Agreements

FY 1992 Inspection - Management of Delivery Bonds

FY 1992 Inspection - Inmate Financial Responsibility Program

**FY 1992
CONSOLIDATED WORKPLAN**

**5. IMMIGRATION AND NATURALIZATION SERVICE - MANAGEMENT
CONTROLS AND FINANCIAL MANAGEMENT SYSTEM**

Audit Coverage

Internal Controls Over Certificates of Naturalization and Citizenship, issued February 14, 1990.

Financial Accounting and Control System, issued August 30, 1990.

Year-End Closing Financial Audit, issued February 9, 1991.

Firearms Policy, issued September 23, 1991.

San Diego Border Patrol Sector, issued September 30, 1991.

Procurement. Audit in process.

Data Base Management Controls. Audit in process.

Control over Fee Accounts. Audit in process.

Inspection Overtime. Audit in process.

FY 1992 Audit - Carrier Collections

FY 1992 Audit - Preinspection of U.S. Bound Travelers

FY 1992 Audit - FY 1991 Financial Statements of User Fee Accounts

FY 1992 Audit - Cash Collections

FY 1992 Audit - Alien Travel Expenditure Account

**FY 1992
CONSOLIDATED WORKPLAN**

Inspection Coverage

Adjudications Program in the Eastern Region, issued March 21, 1990.

Tucson Border Patrol Sector Inspection, issued May 18, 1990.

Western Regional Service Center Imprest Fund, issued May 22, 1990.

Cleveland District Office Inspection, issued July 31, 1990.

Denver District Office Inspection, issued August 6, 1990.

Adjudications Program in the Western Region, issued September 27, 1990.

El Paso Border Patrol Sector Inspection, issued September 28, 1990.

Newark District Office Inspection, issued September 28, 1990.

Atlanta District Office Inspection, issued September 28, 1990.

Portland District Office Inspection, issued September 28, 1990.

Blaine Border Patrol Sector Inspection, issued January 7, 1991.

Phoenix District Office Inspection, issued February 25, 1991.

Security of Controlled Documents and Stamps, issued July 17, 1991.

Training for Inspectors, issued September 17, 1991.

FY 1992 Inspection - Detention Facilities

FY 1992 Inspection - Transit Without Visa Agreements

FY 1992 Inspection - Systematic Alien Verification for Entitlements Program

FY 1992 Inspection - Management of Delivery Bonds

**FY 1992
CONSOLIDATED WORKPLAN**

FY 1992 Inspection - Background Investigations and Reinvestigations

6. **UNITED STATES MARSHALS SERVICE - FINANCIAL MANAGEMENT SYSTEM
AND DETENTION FACILITIES**

Audit Coverage

United States Marshals Service Aircraft Hangar, issued January 24, 1991.

Cooperative Agreement Program in the United States Marshals Service. Audit in process.

United States Marshals Service Private Sector Jail at Leavenworth, Kansas. Audit in process.

FY 1992 Audit - Contract Services for the Management of Seized Assets

Inspection Coverage

Western District of Tennessee Inspection, issued April 17, 1990.

National Asset Seizure and Forfeiture Program, issued April 19, 1990.

Northern District of Texas Inspection, issued May 4, 1990.

District of Arizona Inspection, issued July 31, 1990.

Training Program, issued August 9, 1990.

District of Kansas Inspection, issued September 25, 1990.

Eastern District of North Carolina Inspection, issued September 27, 1990.

District of Colorado Inspection, issued September 27, 1990.

District of Montana Inspection, issued December 20, 1990.

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CONSOLIDATED WORKPLAN**

FY 1992 Inspection - Procurement Activities

FY 1992 Inspection - Use of Guards and Intermittent Deputy United States Marshals

7. ASSET FORFEITURE PROGRAM

Audit Coverage

DOJ Management of Seized and Forfeited Assets, issued September 21, 1990.

Asset Forfeiture Fund and Seized Asset Deposit Fund, issued September 27, 1990.

Seized/Forfeited Assets - EBON Research Systems. Audit in process.

Equitable Sharing of Forfeited Property. Audit in process.

FY 1992 Audit - Contract Services for the Management of Seized Assets

FY 1992 Audit - FY 1991 Financial Statements of the Seized Asset Deposit Fund

FY 1992 Audit - FY 1991 Financial Statements of Asset Forfeiture Fund

Inspection Coverage

National Asset Seizure and Forfeiture Program, issued April 19, 1990.

Adoptive Seizures within the National Asset Seizure and Forfeiture Program. Inspection in process.

Coordination of the Asset Forfeiture Program by the Executive Office for Asset Forfeiture. Inspection in process.

Preseizure Planning within the Department of Justice Asset Forfeiture Program. Inspection in process.

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CONSOLIDATED WORKPLAN**

8. **EXECUTIVE OFFICE FOR UNITED STATES TRUSTEES**

Audit Coverage

Controls Over Collections of United States Trustee Chapter 11 Quarterly Fees. Audit in process.

FY 1992 Audit - Oversight of Panel and Standing Trustees

FY 1992 INSPECTIONS WORKPLAN

**FY 1992
CONSOLIDATED WORKPLAN**

FY 1992 INSPECTIONS WORKPLAN

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DOJ Procuring And Reporting Consulting Services

Title 31, United States Code, Section 1114, requires the Inspector General of each agency to evaluate the agency's progress in establishing effective management controls and improving the accuracy and completeness of information provided to the Federal Procurement Data System (FPDS) on contracts for consulting services. The results of this evaluation are reported to Congress as part of the annual agency budget submission. Congressional interest has highlighted the problems in this area. Moreover, Office of Management and Budget Circular A-120, "Guidelines for the Use of Consulting Services," revised January 12, 1988, directs the heads of all executive departments to observe stringent rules on using advisory services in their operations and to periodically submit data on such use to the FPDS.

The Inspections Division will determine whether the Department's components have in place appropriate internal controls to manage and report on advisory and assistance services. The Department's procurement activities, including a selected number of contract actions, will be reviewed.

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INSPECTIONS WORKPLAN

Restrictions on Lobbying

Section 319 of Public Law 101-121 requires the Inspector General of each agency to report annually to Congress on the agency's compliance with, and effectiveness of, the legislation to restrict lobbying. The Justice Management Division and the Office of Justice Programs share responsibility for procedures to assure the Department of Justice complies with the Law.

The Law generally prohibits recipients of Federal contracts, grants, loans, or cooperative agreements from using appropriated funds for lobbying the Executive or Legislative Branches of the Federal Government in connection with a specific contract, grant, loan, or cooperative agreement. Anyone applying for or receiving Federal funds must file a certification with the agency that he/she has not made, and will not make, any payment in violation of the above covered Federal actions. In addition, the applicant must file a disclosure form with the agency if he/she has made or has agreed to make any payments using nonappropriated funds which would be prohibited if paid with appropriated funds.

The inspection will determine if the Department of Justice has adequate procedures to ensure compliance with the law, and test the effectiveness of the legislation.

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INSPECTIONS WORKPLAN

Financial Institution Fraud

In 1991, the Department of Justice identified a need to allocate and track specific resources in support of the effort to pursue financial institution fraud investigations and prosecutions. To provide greater resources for this specific target, the Department of Justice requested 370 positions for the Federal Bureau of Investigation and 418 positions for the United States Attorneys' Offices, along with a funding increase of \$47,300,000. The Attorney General requested these resources to support his program priority on White Collar Crime.

The inspection will determine whether the designated resources are tracked separately, and used for the purposes intended.

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CONSOLIDATED WORKPLAN**

INSPECTIONS WORKPLAN

Expert Witnesses

Experts in banking, accounting/finance, asset seizures, and environment matters are needed to provide testimony concerning Administration initiatives, such as financial institution fraud litigation, expanded prosecutions of drug and violent crime offenders, and more stringent environmental protection activities.

The increasing demand for witness services, combined with rising fees paid to witnesses, has produced a continuing need for additional funding. Expert witness obligations increased by about 68 percent from 1987 (\$17,945,000) to 1990 (\$30,219,000). Projected obligations for 1991 are approximately \$33,000,000. The 1992 President's Budget includes a program increase of \$5,531,000 for expert witnesses.

The inspection will examine the methods used to procure experts; determine whether fees are negotiated and authorized in accordance with Department of Justice policy; and ascertain whether coordination among litigating divisions in securing expert witnesses is sufficient.

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INSPECTIONS WORKPLAN

Administration of Litigation Contracts

The Justice Management Division (JMD) is responsible for prompt payment of negotiated contracts. JMD's Finance Staff authorizes payment to contractors for the work they performed; however, verification of contractor billing is the responsibility of the Contracting Officer's Technical Representative.

The Department has several large contracts for litigation support services. These are for the development and maintenance of automated files supporting litigative activities. Total payments in Fiscal Year 1990 were about \$27 million. The contracts are awarded and administered by the Justice Management Division. Much of the day-to-day contract administration has been delegated to Contracting Officer's Technical Representatives in the legal divisions. The Environment and Natural Resources Division is the largest user of these contracts, with about \$24 million in payments in Fiscal Year 1990.

The inspection will evaluate the effectiveness of, and controls over, the administration of litigation support contracts.

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CRS Grants Management

One of the major functions of the Community Relations Service (CRS) is to provide for the processing, care, maintenance, security, transportation and reception, and placement in the United States of Cuban and Haitian entrants. The CRS resettlement and shelter care programs provide a variety of social, counseling, healthcare and medical, recreational, and educational services. CRS provides the services through grants and cooperative agreements with voluntary and private agencies. The grants management function of CRS expects to award about \$10 million in grants and cooperative agreements to profit and non-profit organizations for services in fiscal year 1991.

CRS reported that a December 1990 internal review of this function uncovered weaknesses which they have since addressed. However, no external review of this activity has occurred since the 1984 review completed by the Department's Audit Staff. The Director of CRS requested this inspection.

The objective of the inspection is to determine if CRS has adequate programmatic and fiscal controls over grants and cooperative agreements.

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CONSOLIDATED WORKPLAN**

INSPECTIONS WORKPLAN

USMS Procurement Activities

Attorney General Order No. 1085-85 delegates procurement authority to the Director of the United States Marshals Service (USMS). Procurement in the USMS is decentralized. Designated individuals in the Headquarters Administrative Services Division, district offices, and the National Prisoner Transportation System (NPTS) have limited procurement authority.

A number of recent reviews of the USMS procurement activities have noted serious deficiencies. Some of the procurement irregularities disclosed include: having two separate procurement functions within Headquarters; not getting prior approval from the Department of Justice (DOJ) Procurement Executive for sole source contracts exceeding \$50,000; not using the Office of Management and Budget Circular A-76 when contracting with private industry; not advertising numerous automated data processing equipment procurements exceeding \$50,000 in the Commerce Business Daily; not reporting numerous contract actions exceeding \$25,000 in the Federal Procurement Data System; and employees at district offices and NPTS procuring numerous items and services that were outside of their procurement authority.

This inspection will ascertain whether the USMS has implemented improvements in procurement practices in response to recommendations made in reports by the General Accounting Office, the DOJ Office of the Inspector General, and the DOJ Procurement Executive.

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INSPECTIONS WORKPLAN

**Use of Guards and Intermittent
Deputy United States Marshals**

The United States Marshals Service (USMS) supplements its work force with intermittent deputy United States Marshals and an unknown number of guards. The intermittent deputies and guards perform mission-related activities including, but not limited to, hospital security, escorting and transporting prisoners, supervising prisoners in holding cells, and guarding seized ships.

A 1989 special audit conducted by the Department of Justice disclosed the USMS did not know the number of guards employed because it had no central listing of the guards hired. Further, the report indicated the USMS did not know the magnitude of dollars spent for guard services because the employing district offices paid guards and did not report those specific costs to Headquarters.

The inspection will determine the adequacy of management controls over the number, authorities for hiring, duties assigned, and costs of staff other than full-time permanent employees.

**FY 1992
CONSOLIDATED WORKPLAN**

INSPECTIONS WORKPLAN

DOJ Internal Control Systems

The Department of Justice (DOJ), Justice Management Division (JMD), administers the internal control process for DOJ. It is responsible for ensuring that DOJ's internal control process follows applicable laws, regulations, policies, and procedures in the identification and reporting of internal control weaknesses. JMD is also responsible for providing the Attorney General with reasonable assurance, based on all available information received from the 32 reporting Departmental components, that the systems of internal control are operating as intended by the Federal Managers' Financial Integrity Act (FMFIA) and Office of Management and Budget (OMB) Circular A-123.

The Inspections Division conducts an annual review of JMD's oversight role in the implementation of the FMFIA. In the March 1991 annual review, the Inspections Division found weaknesses requiring corrective action by JMD.

The Inspections Division will assess JMD's oversight in carrying out FMFIA and OMB Circular A-123; follow-up on recommendations made in the March 1991 inspection report; and assess the adequacy of JMD's internal evaluation process.

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INSPECTIONS WORKPLAN

DOJ Injury And Disability Compensation Program

Department of Justice (DOJ) employees injured on the job can receive benefits under the Federal Employees' Compensation Act based on doctors' evaluations and their own statements concerning injuries. When authorized or approved by the Secretary of Labor, employees get paid from the Employees' Compensation Fund. DOJ includes in its annual budget estimates a request for an appropriation equal to such costs based on actual billing from the Department of Labor (DOL). DOJ paid more than \$16 million to employees for disability due to personal injury sustained in the performance of duty or to employment related disease in the 9-month period ending March 31, 1991.

Each year the Office of Workers' Compensation Programs, DOL, furnishes DOJ a statement of payments made from the Employees' Compensation Fund for injuries suffered by employees. That office also provides DOJ a quarterly list of cases and charges that will appear on the yearly chargeback bill.

The objective of the inspection is to determine whether internal controls are in place to ensure payments are made to legitimate DOJ claimants only.

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INS Detention Facilities

The Immigration and Naturalization Service (INS) detains over 100,000 aliens each year in its facilities and in contract facilities. INS presently has 7 facilities with a combined capacity of 2,204 beds, and has used 6 private contract facilities with an additional 773 spaces. INS also has contracts with 900 state and local prisons and jails for additional space to detain aliens.

In 1989, INS housed the majority of detained aliens in its facilities. In 1990, INS detained the larger portion of aliens in other than its facilities. A February 1991 Inspections Division report identified under use of available space in the Florence Service Processing Center. However, the trend to use contracted space is projected to continue in the future. In 1992, INS estimates it will detain 77,753 persons in contract facilities or local jails and 48,886 persons in its facilities.

The Inspections Division will conduct an inspection to determine whether INS is using its own detention facilities fully before contracting for other facilities.

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INS Transit Without Visa Agreements Program

Under the provisions of Section 238 of the Immigration and Nationality Act, the Immigration and Naturalization Service (INS) enters into agreements with certain airlines for immediate and continuous transit of eligible aliens through the United States without requiring passports or visas. Among other things, the agreements require transportation lines to maintain supervision of all such passengers while they are in the United States, and the lines must pay \$500, as liquidated damages, for each passenger not transported according to the agreements.

INS has a nonimmigrant information system for tracking such aliens in transit without visas. Nevertheless, previous internal inspections indicated the data base was incomplete and inaccurate. Consequently, it was not relied upon to proceed against airlines for failure to comply with the agreements.

The inspection will determine whether INS adequately tracks all such alien passengers, and assesses and collects damages for those for whom no evidence of departure is provided.

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**INS Systematic Alien Verification
For Entitlements Program**

The Immigration Reform and Control Act of 1986 required the Immigration and Naturalization Service (INS) to implement a nationwide system for use in verifying the immigration status of aliens applying for certain benefits. Benefit programs covered include Aid to Families with Dependent Children, Medicaid, Unemployment Compensation, Food Stamps, and certain housing and educational assistance programs. Secretaries of the five Federal agencies responsible for administering these entitlement programs (Departments of Labor, Agriculture, Health and Human Services, Education, and Housing and Urban Development) were to begin using the nationwide verification system by October 1, 1988, unless they obtained a waiver.

As justification for the legislative mandate in 1986, INS estimated between \$2.5 and \$3 billion in claims from unentitled aliens could be avoided by using the Systematic Alien Verification for Entitlements program. This is a significant contribution in the effort to identify and eliminate waste and abuse in Federally-funded entitlement programs. In addition to its cost avoidance potential, the program also provides a disincentive for illegal aliens to come to and remain in the United States.

In response to the Act, INS made its verification program available for checking the immigration status of aliens. However, a number of General Accounting Office reports have raised concerns that data bases used for verification are often incomplete and inaccurate.

The inspection will assess the adequacy of the data bases used by INS to respond to requests for verification of status of aliens applying for benefits under Federally-funded entitlement programs.

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INS Management of Delivery Bonds

The Immigration and Naturalization Service (INS) is responsible for initiating and implementing deportation procedures against aliens residing illegally in the United States. Detention and Deportation personnel in district offices are responsible for detaining aliens, processing them for deportation, and making bond-related decisions. INS accepts delivery bonds as security when releasing aliens pending a determination of deportability. The primary purpose of delivery bonds is to encourage the appearance of aliens at meetings or hearings. Bonds posted for aliens may consist of cash, treasury bonds or notes, or an agreement with an approved surety (insurance) company. Should the aliens not appear, the money or collateral is subject to forfeiture.

The Attorney General's 1990 report on Management Controls listed management of INS delivery bonds as a material weakness. In addition, General Accounting Office reports issued in 1988 and 1991 and a special audit of INS, conducted in 1989, all cited the need for stronger internal controls over such bonds. INS could not determine the potential liability of surety companies, and lacked a bond management system to ensure collection of funds due the United States Treasury.

This inspection will focus on delivery bonds posted by surety companies. The objective is to determine if the government is losing funds because of the failure to track and collect amounts due.

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INS Background Investigations and Reinvestigations

The Security Program in the Immigration and Naturalization Service (INS) was first reported as a material weakness in 1989. A special audit found INS' personnel security program lacked adequate safeguards to ensure background investigations were completed. The audit also showed the program lacked safeguards to ensure timely adjudication of background results, and proper handling of the clearance waiver process. The Attorney General's 1990 report on management controls listed ineffective Security Programs in INS as a material weakness.

The inspection will determine whether INS is properly carrying out its responsibilities for security investigations and reinvestigations.

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FBI Contract Review Board

Attorney General Order No. 1085-85 established the Office of Procurement Executive and its responsibilities within the Department of Justice (DOJ). Due to the sensitive nature of activities of the Federal Bureau of Investigation (FBI), DOJ excluded it from coverage under the Order. The FBI's internal Contract Review Board has responsibility for ensuring that procurements awarded conform with applicable statutes, regulations, policies, and procedures. The FBI Contract Review Board must perform the same type reviews as the Office of the Procurement Executive does for the remainder of DOJ. The March 1991 Audit Division report on procurement activities in the FBI identified several weaknesses relating to noncompliance with applicable procurement regulations, policies, and procedures.

The inspection will determine if the FBI's Contract Review Board is carrying out its mandated responsibilities. In addition, the inspection will examine the necessity for a separate Contract Review Board.

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BOP Office of Professional Responsibility

Most of the Department of Justice (DOJ) bureaus have established an internal unit to investigate allegations of employee misconduct. The DOJ Office of Professional Responsibility (OPR) has requested the Inspector General to provide an independent inspection annually of one bureau's internal investigations unit. In fiscal year 1992, the Inspections Division will review OPR in the Bureau of Prisons (BOP). That office was last reviewed in 1986 by the DOJ Audit Staff.

This inspection will cover BOP policies, procedures, and practices pertaining to the reporting, investigation, and resolution of employee misconduct allegations. The inspection will determine whether the OPR in BOP is performing its assigned mission of properly handling employee misconduct allegations.

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BOP Inmate Financial Responsibility Program

The Inmate Financial Responsibility Program is a systematic collection program for court-imposed fines, fees, costs, and assessments from prison inmates. The Bureau of Prisons operates the program in close cooperation with the Administrative Office of the United States Courts and the United States Attorneys. Prior to program implementation, these assessments had remained unpaid by prison inmates in many instances. The unit staff at Federal prisons are to review an inmate's participation in the program each time they examine the inmate's case for custody classification, furloughs, halfway house placement, or other changes involving assessment of responsibility. At the end of fiscal year 1990, \$43 million had been collected from 37,000 inmates involved in the program. Currently, inmates owe an estimated \$620 million to the government through court orders.

The Inspections Division will review the Inmate Financial Responsibility Program to determine effectiveness of the program in collecting court-ordered obligations, and whether such collections are tracked and accounted for properly.

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BOP Modernization and Repair Projects

The Bureau of Prisons (BOP) anticipates spending \$126,424,000 for modernization and repair of existing facilities during fiscal year 1992. This program includes essential rehabilitation, renovation, or replacement projects at existing institutions to keep plant facilities in good repair.

BOP has identified several important projects in addition to its ongoing program for replacement and/or renovation of structures. The projects include: general improvements, utility improvements, hazardous waste, safety, and institution modernization. Department of Justice budget estimates for fiscal year 1992 listed priority projects in specific institutions. The increased funding and the diversity of projects increases the risk that management controls may be inadequate.

The inspection will determine whether BOP has a prioritized list of prisons requiring modernization and repair; whether it requested funds for such repairs and modernization; whether it allocated funds; and whether the funds have been obligated for the purposes intended.

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DEA Special Operations

The Special Enforcement Operations (SEO) and Special Enforcement Programs (SEP) in the Drug Enforcement Administration (DEA) provide investigative, intelligence, and support efforts in combatting the "war on drugs." Typically, SEO resources target a specific organization and SEP resources target a specific drug problem. The DEA Headquarters Drug Investigations Section manages assignments.

Because of the number and diverse objectives of SEO/SEP activities, a method for overall collection and reporting of accomplishments, workload, and resource use is essential to good management. DEA did not have such data available for preparation of the 1992 Congressional budget. Nevertheless, DEA reported it was developing a system for reporting comparable data for SEO/SEP activities.

The inspection will determine the adequacy of the statistical workload accomplishment reporting system, and examine the status of efforts to develop a system to track the full range of resources dedicated to individual SEO/SEP activities.

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DEA Weapons Accountability

The Drug Enforcement Administration (DEA) has approximately 3,100 special agents who are issued firearms. A complete and accurate weapons inventory system for such accountable property is necessary.

Previous Audit and Inspection reviews within the Department of Justice have identified weaknesses in the internal control procedures over weapons. The reviews found inventories of weapons unreliable, because they were incomplete and inaccurate.

The inspection will determine the adequacy of DEA policies and procedures for tracking weapons from receipt through issuance and disposal.

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Audit Requirements

The Audit Division, Office of the Inspector General (OIG), is guided in its activities by the requirements promulgated in the Office of Management and Budget (OMB) Circular A-73, Revised, issued June 20, 1983, entitled "Audit of Federal Operations and Programs." This Circular, which is applicable to all agencies of the executive branch, sets forth policies for auditing Federal operations and programs, and requires each executive branch organization to prepare an annual audit plan which identifies the programs and operations selected for review. When selecting audits, consideration is given to the following priorities:

1. Statutory and regulatory requirements;
2. Adequacy of internal control systems as indicated by risk assessments and internal control reviews required by OMB Circular A-123, "Internal Control Systems";
3. New programs, changed conditions, or increased visibility of the organization, program, activity, or function;
4. Current and future program costs;
5. Extent of Federal participation in terms of resources or regulatory authority;
6. Management requests for Audit Division assistance;
7. Past audit experience;
8. Prior audits performed by others such as State and local governments or other Federal agencies;
9. Results of other evaluations (e.g., inspections and program reviews); and
10. Availability of audit resources.

The attached FY 1992 audit workplan was prepared in consonance with established Audit Division policies and procedures. This process results in a workplan that meets the requirements of OMB Circular A-73 and the Single Audit Act of 1984.

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With the resources available, the Audit Division provides balanced audit coverage of the Department's programs and functions. Emphasis is placed on areas considered to be high risk and/or of interest to the Administration, President's Council on Integrity and Efficiency, and Departmental managers. The Audit Division also performs or oversees the performance of legislatively mandated audits (such as audits mandated by the Chief Financial Officers Act) and audits established by reimbursable agreements.

All internal and external financial and performance audits performed by the Audit Division are done in accordance with strict standards issued by the Comptroller General of the United States. These standards incorporate the generally accepted auditing standards issued by the American Institute of Certified Public Accountants.

As required by the Inspector General Act Amendments of 1988 and OMB Circular A-50, Revised, "Audit Followup," issued September 29, 1982, the Audit Division monitors agency efforts in implementing audit recommendations until all corrective actions are completed. This helps ensure prompt and proper correction of weaknesses and enhances the operational efficiency of the Department. By monitoring the resolution process, corrective actions are implemented in a more timely manner, thus saving the Department money and minimizing the opportunity for waste, fraud, and abuse.

The Audit Division will meet the above requirements in FY 1992 by carrying out the activities detailed in this document. The FY 1992 workplan provides an overview of the external workload in Part II of this document. Part III provides an overview of the year's internal workload. Part IV is a description of each internal audit to be initiated by the OIG Audit Division in FY 1992.

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Overview of External Workload

In FY 1992, the Audit Division will devote the necessary resources to audit selected Departmental grants and contracts, meet the requirements of the Single Audit Act of 1984, and meet the terms and conditions of the reimbursable agreement with the Executive Office for U.S. Trustees (EOUST). In the performance of external audit activities, the Audit Division is cognizant of the following.

- As stated in Office of Management and Budget (OMB) Circular A-73, "... primary responsibility for audits of Federally assisted programs rests with the recipient organization." The Department generally relies on audits performed for the recipient of the Federal funds, provided the audit was performed in accordance with the audit standards promulgated by the Comptroller General of the United States. To ensure the sufficiency of the audit work, the Audit Division performs quality control reviews of non-Federal audits.
- In FY 1992 an excess of 1000 grants and contracts will be audited under the provisions of the Single Audit Act and OMB Circulars. In addition, the Audit Division coordinates the performance of audits of State and local units of government and not-for-profits for which the Department has cognizance under OMB Circulars A-128 and A-133.
- To ensure adequate coverage of Departmental funds, Department grant activity will be given increased attention in FY 1992. Each of the Audit Division's regional audit offices will perform reviews of Department grants for which the Department has audit cognizance.
- Upon request, the Audit Division will conduct or coordinate audits of contract proposals which serve as the basis for the Department's contract negotiations. These efforts are provided for in the Federal Acquisition Regulation. In addition, the Audit Division plans to target several large dollar contracts for incurred costs audits.
- Additionally, the Audit Division will conduct or coordinate audits of indirect costs of nongovernment entities for which the Department has cognizance.

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- The Audit Division entered into a reimbursable agreement with the EOUST which provides for 29 professional workyears of audit services. We expect to issue 416 reports on Chapter 7 panel trustees. The reports provide the U.S. Trustees with an overview of the panel trustees' recordkeeping, internal control procedures, and assess the controls employed by the individual panel trustees in the high risk area of cash management. An estimated 32 full scope audits of Chapter 12 standing trustees will also be conducted. Our goal is to complete audits of all Chapter 12 standing trustees by the end of FY 1992.

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Overview of Internal Workload

The audit workplan reflects the continuous nature of the audit cycle. Scheduled audits do not all start at the beginning of the fiscal year nor do they end at its conclusion. At the beginning of FY 1992, the Audit Division will have approximately 20 audits in process. Thus, resources available for the FY 1992 internal audit workload are comprised of resources expended on prior fiscal year audits and audits to be initiated in FY 1992.

The Audit Division identified internal audits to be initiated in FY 1992 primarily based on the following criteria:

- Areas of potential vulnerability and high risk areas - Annually Department managers are asked to suggest areas for audits. Historically, these suggestions have provided important areas for review. The Audit Division includes as many of these suggestions as resources allow. In addition, Audit Division senior managers and their staff submit audit suggestions based on experience gained from past internal audits. Additionally, Audit Division staff conduct research into areas deemed to be of heightened vulnerability because of the newness of the program, dollar magnitude, results of non-OIG reviews, and other such criteria. OMB Circular A-123-generated internal control reviews also provide input to the audit development and selection process. This selection process has continuously proven effective in identifying areas for audit work that have resulted in significant improvements in Department operations.
- Administrative, legislative, and executive requirements, and reimbursable agreements - In FY 1992, the Audit Division will devote the necessary resources to ensure that required audits are performed. Moreover, the Audit Division will oversee the performance of six financial statement audits as mandated by The Chief Financial Officers Act of 1990.
- Investigative assistance - Upon request, the Audit Division will provide investigative support to the Investigations Division.
- Balanced audit coverage of Departmental programs and activities - The Audit Division uses the audit universe as a tool to identify areas that should be

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considered for the audit workplan. The audit universe, required by OMB Circular A-73, identifies Department functions and programs and provides an audit history for each. The Audit Division uses the audit universe to monitor audit coverage of the Department on a cyclical basis. The FY 1992 workplan addresses the following components and programs.

MULTICOMPONENT

Audit of the Effectiveness of Organized Crime Drug Enforcement Task Force Operations

FEDERAL BUREAU OF INVESTIGATION (FBI)

Audit of FBI Forensic Services

DRUG ENFORCEMENT ADMINISTRATION (DEA)

State and Local Task Force Program

UNITED STATES MARSHALS SERVICE (USMS)

Audit of Contract Services for the Management of Seized Assets

IMMIGRATION AND NATURALIZATION (INS)

Audit of INS Carrier Collections

Pre-Inspection of U.S. Bound Travelers

Audit of the FY 1991 Financial Statements of the INS User Fee Accounts

Cash Collections

INS Alien Travel Expenditure Account

BUREAU OF PRISONS (BOP)

Audit of the FY 1991 Financial Statements of the BOP Commissary Trust Fund

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FEDERAL PRISON INDUSTRIES (FPI)

Audit of the FY 1991 Financial Statements of the Federal Prison Industries

OFFICE OF JUSTICE PROGRAMS (OJP)

Effectiveness of the OJP Anti-Drug Abuse Grant Program

ENVIRONMENT AND NATURAL RESOURCES DIVISION (ENRD)

FY 1991 Superfund Activities in the Environment and Natural Resources Division

JUSTICE MANAGEMENT DIVISION (JMD)

Review of Project EAGLE

Audit of the FY 1991 Financial Statements of the Working Capital Fund

Procurement Activities

EXECUTIVE OFFICE FOR UNITED STATES ATTORNEYS

Collection of Criminal Debt

EXECUTIVE OFFICE FOR UNITED STATES TRUSTEES

Oversight of Panel and Standing Trustees

EXECUTIVE OFFICE FOR ASSET FORFEITURE

Audit of the FY 1991 Financial Statements of the Seized Asset Deposit Fund

Audit of the FY 1991 Financial Statements of the Asset Forfeiture Fund

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**Audit of the Effectiveness of
Organized Crime Drug Enforcement Task Force Operations**

Organized Crime Drug Enforcement Task Forces (OCDETF) combine the expertise of Federal, State, and local law enforcement agencies to identify and assist in the investigation and prosecution of organized drug-related and money laundering operations. The President's 1991 National Drug Control Strategy strongly endorsed close coordination of task forces, particularly OCDETF. The Attorney General's appropriation request for fiscal year 1992 included an increase of \$67 million over its \$335 million appropriation for fiscal year 1991, and an additional 331 agents.

Prior audit work found in 1986 that overall OCDETF operations needed improvement. The substantial increase in Federal resources devoted to OCDETF warrants a review of the program's effectiveness, as well as a follow-up review of the actions taken to correct compliance deficiencies noted previously.

Specifically, this audit will determine whether: (1) staffing levels and training of task force personnel are sufficient; (2) investigative data are accessible to task force participants; (3) investigations are coordinated properly; and (4) cases are monitored adequately. It also will determine if mission objectives are being achieved and will assess plans for expanding the OCDETF program. Audit work will include reviews of OCDETF operations among the following Department of Justice entities: United States Attorneys Offices, Drug Enforcement Administration, Federal Bureau of Investigation, United States Marshals Service, Criminal Division, and Tax Division. The audit should identify any problems persisting since the last review and detect coordination or other barriers to fulfilling program goals among participating entities.

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**Audit of Federal Bureau of Investigation
Forensic Services**

Federal Bureau of Investigation forensic services support Federal and non-Federal criminal justice systems by ensuring, through scientific means, full use of physical evidence to reconstruct crimes and determine guilt or innocence. The Federal Bureau of Investigation Laboratory in Washington, D.C., examines specimens for both the Bureau and the Drug Enforcement Administration. The Laboratory also provides cost-free examinations for non-Federal agencies who do not have access to crime laboratories, or is used in complex cases beyond the capability of local laboratories. The Bureau employed 358 staff and was appropriated approximately \$28 million in fiscal year 1991 to perform forensic science research, training, and forensic laboratory services for Federal, State, and local law enforcement agencies. An estimated 950,000 examinations were performed on approximately 150,000 specimens submitted during fiscal year 1991. The large amount of Federal resources devoted to forensic services, and the tremendous number of examinations performed, warrant an independent assessment of the Bureau's performance in this area.

Bureau guidelines require the Laboratory to screen and prioritize all requests for examinations. All specimens are to be tracked by the Bureau's Evidence Control Center, which is co-located with the Laboratory. Examinations are to be completed within prescribed time frames, depending on the priority assigned. This audit will determine whether: (1) requests are screened and prioritized properly; (2) specimens are tracked accurately; and (3) requested services are performed timely. The review will encompass the activities of the Evidence Control Center and the Laboratory, and will include an examination of a sample of requests for forensic services submitted by Federal and non-Federal agencies. This audit should result in the identification of any weaknesses in the Bureau's processing of requests and accountability for specimens examined, and will identify ways to improve procedures.

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**Drug Enforcement Administration
State and Local Task Force Program**

The Drug Enforcement Administration provides funds to State and local law enforcement agencies as a "reimbursement" for their drug enforcement operations. The funds are used for items such as overtime paid to police officers and for certain equipment, including vehicles. Some of the funds were audited by private CPA firms under the Single Audit Act; these audits have found program weaknesses, including the lack of records to support claimed overtime.

According to the Justice Management Division's budget personnel, the State and Local Task Force Program was budgeted at over \$44 million in FY 1991, with 382 full-time equivalent (FTE) positions. For FY 1992, the current request is for over \$55 million and 440 FTEs.

The OIG Audit Division will conduct an audit of the funds paid to State and local law enforcement agencies to determine if: (1) DEA has established adequate program guidelines and internal controls; and (2) funds were spent for allowable purposes and were adequately supported.

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AUDIT WORKPLAN

**Audit of Contract Services
for the Management of Seized Assets**

The United States Marshals Service is responsible for the day-to-day maintenance, protection, and disposal of properties seized and forfeited under the Asset Forfeiture Program. Property seizures have increased 77 percent since 1989, and by the end of fiscal year 1990, the inventory of seized assets was valued at approximately \$1.63 billion. The USMS procures property management services for personal and real property under seizure. Approximately 100 national or regional asset management contracts will be in place by 1992.

Asset forfeiture programs have been designated as high risk areas warranting special audit effort because of their vulnerability to fraud, waste, and mismanagement. Prior audits have disclosed problems in the USMS's management of seized assets, including unauthorized personnel in USMS District Offices routinely contracting for services.

The OIG Audit Division will perform an audit to determine if the USMS is complying with laws, regulations, guidelines, and acceptable management practices in contracting for seized asset management. The audit will encompass procurement activities at national and district offices, and an examination of contractor performance for a sample of management contracts. The objectives of the audit include assessing the adequacy of contracting procedures and the monitoring of contractors' performance. We will identify measures necessary to strengthen USMS's management of seized asset contracts.

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AUDIT WORKPLAN

Audit of INS Carrier Collections

The Immigration User Fee Account, established by Pub. L. No. 99-591 in October 1986, authorized the Attorney General to collect a \$5 fee from international travelers arriving at U.S. airports and seaports. Companies issuing the travel documents are responsible for collecting the fees, remitting them to INS quarterly, and submitting an annual report on the user fee account. Fiscal year 1991 collections are projected to be in excess of \$200 million. An increased potential for fraud and abuse exists because of a lack of standardized procedures, poor estimates of fees to be collected, and inadequate assurance that fees are collected, remitted, and deposited properly. A 1988 audit by our Audit Staff found that INS lacked strong internal controls over the receipt and deposit of user fees. In addition, a recent U.S. Treasury audit disclosed an underpayment to INS of \$118,000 by a carrier in 1989-1990, and another Treasury audit noted that a carrier had overcharged travelers by approximately \$2 million in port taxes in the same period. Moreover, an OIG inspection recognized that overtime costs related to carrier inspections could be reduced by cross training and designating responsibilities with Customs Service employees.

The OIG Audit Division will perform this audit to determine: (1) the extent of the existing controls for collections of fees from airlines and cruise lines; (2) if collection amounts are supported by data submitted by the carriers; and (3) if annual reports submitted by carriers are evaluated and pursued to billing and closure. The audit will be conducted in INS headquarters' Office of Finance, Financial Policy and Special Projects Section. The audit should result in the identification of any weaknesses in INS' processing of user fees and identify methods of improving procedures and subsequent collections.

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**Pre-Inspection of U.S. Bound Travelers
by the Immigration and Naturalization Service**

Pre-inspection involves the clearance of U.S. bound travelers by the Immigration and Naturalization Service at foreign ports. The pre-inspection is to facilitate the movement of passengers through U.S. ports of entry and/or enhance law enforcement. For air travelers, INS currently conducts pre-inspections in Canada, Nassau, and Aruba. INS recently conducted a 4-month pilot program in the United Kingdom. Based on these results, INS plans to expand the pre-inspection program to locations including London, Frankfurt, Amsterdam, Paris, Rome, Stockholm, and Zurich.

The Department of State, which has responsibility for and incurs costs on behalf of U.S. Government civilian employees stationed overseas, strongly disagrees with the INS conclusions regarding the pilot program. Department of State program officials claim that the INS overstated the benefits and understated the costs of a permanent program. Neither the Department of State nor the Department of Justice Inspectors General have reviewed the INS program results or the State Department rebuttals.

The audit of the INS pre-inspection program is to be conducted jointly by the two Inspectors General, with each responsible for auditing their respective components. The objective of the combined audit is to provide the Attorney General and the Secretary of State an assessment of the efficacy of the pre-inspection program. The anticipated scope of the Department of Justice portion would include the INS offices responsible for conducting and analyzing pre-inspection.

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AUDIT WORKPLAN

**Audit of FY 1991 Financial Statements of the
Immigration and Naturalization Service
User Fee Accounts**

The Chief Financial Officers Act of 1990 (CFO Act) requires audited financial statements for each revolving and trust fund of an agency, starting in fiscal year 1991. The Department of Justice's plan to implement the CFO Act also specifies that fiscal year 1991 financial statements will be prepared and audited for the INS User Fee Accounts. Performing this audit will ensure compliance with the requirements of the CFO Act for fiscal year 1991.

The OIG Audit Division will accomplish this audit requirement by obtaining and providing oversight of an audit to be performed by an independent external auditor of the fiscal year 1991 financial statements of the INS User Fee Accounts. The audit will be performed in accordance with generally accepted government auditing standards and guidance provided by the Office of Management and Budget on audit requirements for Federal financial statements.

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Cash Collections by the Immigration and Naturalization Service

The Immigration and Naturalization Service collects over \$100 million of examinations fees, \$100 million of inspections user fees, and \$50 million of legalization fees annually. These amounts are collected in various forms, including currency, checks, and money orders by district offices, regional service centers, and legalization offices.

Our FY 1989 Special Audit of the INS disclosed that INS lacked adequate internal controls over cash receipts. Instances of inadequate physical security over cash were noted, as were the lack of adequate controls over amounts collected. During the OIG FY 1990 INS Year-End Closing Financial Audit, similar weaknesses in controls over cash were noted. Since INS collects large amounts of cash, it is imperative that adequate controls exist to ensure that all amounts collected are timely and appropriately deposited and reported.

The OIG Audit Division will conduct an audit to: (1) review current policies and procedures regarding the collection, safeguarding, and deposit of cash; (2) observe the collection, safeguarding, and deposit of cash to ensure policies and procedures are adhered to and are adequate; and (3) verify amounts reported as collected with Treasury Department records and INS accounting and reporting systems. The purpose of this audit will be to identify weaknesses in controls over cash and make recommendations which will strengthen internal controls and improve collection and deposit procedures.

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**Immigration and Naturalization Service
Alien Travel Expenditure Account**

Funds held by the INS in Alien Travel Expenditure (ATE) accounts represent money taken from illegal aliens at the time of their arrest. If the alien voluntarily leaves the country (Voluntary Departure), the money is applied towards the cost of his/her transportation home with \$10 or \$20 held back and given to the alien for incidental travel expenses. Transportation for aliens without funds are provided by a Government Travel Request with the result that their trip to the border is paid for by the American taxpayer.

The INS maintains a record of Persons and Property Transferred (Form I-216) to account for funds in the ATE Account. A review of the funds held in the ATE account vis-a-vis the referenced form will determine if alien money was available for offsetting transportation to the border for Voluntary Departures and whether the money was properly applied. Thus the OIG Audit Division will perform this audit to assess controls over and review expenditures from the Alien Travel Expenditure Account. It is anticipated that the results will delineate better ways to safeguard the Alien Travel Expenditure Account and ensure that the funds entrusted to this account are used for their stated purpose.

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**Audit of the FY 1991 Financial
Statements of the Bureau of Prisons
Commissary Trust Fund**

The Chief Financial Officers Act of 1990 (CFO Act) requires audited financial statements for each revolving and trust fund of an agency, starting in fiscal year 1991. The Department of Justice's plan to implement the CFO Act also specifies that fiscal year 1991 financial statements will be prepared and audited for the BOP Commissary Trust Fund. Performing this audit will ensure compliance with the requirements of the CFO Act for fiscal year 1991.

The OIG, Audit Division will ensure that the audit requirements will be accomplished by obtaining and providing oversight of the audit performed by an independent external auditor of the FY 1991 financial statements of the BOP Commissary Trust Fund. The audit will be performed in accordance with generally accepted government auditing standards and guidance provided by the Office of Management and Budget on audit requirements for Federal financial statements.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**Audit of the FY 1991
Financial Statements of the Federal
Prison Industries**

The Chief Financial Officers Act of 1990 (CFO Act) amended 31 U.S.C. § 9105 to require the Inspector General to audit or have an independent external auditor perform an audit of the financial statements of a Government corporation. The Department of Justice's plan to implement the CFO Act also specifies that fiscal year 1991 financial statements will be prepared and audited for the Federal Prison Industries.

The OIG Audit Division will ensure that the audit requirement will be accomplished by providing oversight and control over the audit performed by an independent external auditor of the fiscal year 1991 financial statements of the Federal Prison Industries. The audit will be performed in accordance with generally accepted government auditing standards and guidance provided by the Office of Management and Budget on audit requirements for Federal financial statements.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**Effectiveness of the
Office of Justice Programs
Anti-Drug Abuse Grant Program**

In response to the Anti-Drug Abuse Act of 1988 (the Act), the Department established the Anti-Drug Abuse Grant Program in the Office of Justice Programs (OJP). The Anti-Drug Abuse Grant Program enables State and local governments to attack their drug problems by supporting multi-jurisdictional task forces and providing grant funds for research, testing, technology transfer, and law enforcement training. To this end, the Attorney General advised Congress that this grant program served an integral role in the Department's war on drugs. The fiscal year 1992 OJP budget request of \$579 million includes \$490 million directly associated with the Anti-Drug Abuse Grant Program. Of this amount, \$455 million is allocated for formula and discretionary grants.

The Office of the Inspector General completed an inspection of OJP grant administration during fiscal year 1990. The resultant report cited OJP for ineffective grant administration, including ineffective monitoring of formula grant funds and State compliance with the terms and conditions of grant awards. Accordingly, the OIG Audit Division will focus on OJP's implementation and management of the grant program. The audit will include assessing OJP's compliance with the Act, its design and implementation of the grant program, and the effectiveness of projects funded towards attainment of the program's goals and objectives.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**FY 1991 Superfund Activities in the Environment
and Natural Resources Division**

The Environment and Natural Resources Division (ENRD) has carried out Superfund litigation and enforcement responsibilities under a Memorandum of Understanding and annual interagency agreements between the Environmental Protection Agency and the Department of Justice. The Superfund Amendments and Reauthorization Act of 1986 (SARA) requires the Inspector General of each Federal department which carries out any authority under SARA to conduct an annual audit of the uses of the Superfund.

In accordance with the cited legislation, the OIG Audit Division will perform an audit of fiscal year 1991 Superfund activities. The primary objectives of the audit will be to determine whether: (1) there have been any significant changes to ENRD's organizational structure and its methods, policies, or procedures which could have a material effect on reported Superfund costs; and (2) whether ENRD's Superfund financial management system complies with the interagency agreement. Based on the results of these objectives, the audit may be expanded to assess the impact of any significant changes.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**Review of Enhanced Automation for the
Government Legal Environment System
(Project EAGLE)**

As part of a study completed in 1986 (Uniform Office Automation and Case Management Project), the Department of Justice researched alternatives to achieve a more uniform office automation capability and increase the efficiency and productivity of its litigating organizations. To accomplish this, in May 1986 the Department of Justice initiated design and development activities which ultimately led to the award of an 8-year, \$76 million contract for Project EAGLE (Enhanced Automation for the Government Legal Environment).

The Project EAGLE contract is expected to provide a network of integrated systems, linking 12,000 work stations in 200 sites nationwide. The project is designed to enable users to perform on one work station a variety of functions that currently must be performed on multiple, stand-alone, single-function terminals. These functions include word processing, data base management, document storage and retrieval, electronic mail, and calendar management. In addition, the EAGLE systems should provide all users with desktop access to a variety of other systems and services, such as existing case management and litigation support systems, on-line legal research services, and Justice Data Center operations.

Given the magnitude of Project EAGLE, the OIG Audit Division will perform an audit to determine whether: (1) the ADP planning process for Project EAGLE was effective; (2) controls incorporated during the life cycle development process were adequate to ensure that Project EAGLE satisfies DOJ's office automation needs; (3) Project EAGLE was acquired in accordance with Federal procurement policies and procedures; and (4) information contained in Project EAGLE is properly safeguarded.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**Audit of the FY 1991
Financial Statements of the Working Capital Fund**

The Chief Financial Officers Act of 1990 (CFO Act) requires audited financial statements for each revolving and trust fund of an agency, starting in fiscal year 1991. The Department of Justice's plan to implement the CFO Act also specifies that fiscal year 1991 financial statements will be prepared and audited for the Working Capital Fund. Performing this audit will ensure compliance with the requirements of the CFO Act for fiscal year 1991.

The OIG Audit Division will ensure that the audit requirement will be accomplished by obtaining and providing oversight of an audit to be performed by an independent external auditor of the fiscal year 1991 financial statements of the Working Capital Fund. The audit will be performed in accordance with generally accepted government auditing standards and guidance provided by the Office of Management and Budget on audit requirements for Federal financial statements.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**Procurement Activities
in the Justice Management Division**

The Federal Acquisition Regulation System, Title 48, Code of Federal Regulations, delegates broad procurement authority to agency heads and gives them the authority to delegate procurement powers to the heads of contracting activities. Within the Justice Management Division (JMD), this procurement authority has been delegated to the Director, Procurement Services Staff (PSS). The PSS provides contracting support for the Offices, Boards, and Divisions of the Department. In fiscal year 1990, the PSS processed 2,069 contract actions over \$25,000 that totaled more than \$183 million and 101,623 actions under \$25,000 that totaled more than \$49 million. Of the 2,069 contract actions over \$25,000; 74 actions were in excess of \$500,000. The JMD's procurement process was last audited in fiscal year 1979. Procurement audits in other Department components have identified several significant weaknesses in the procurement process relating to (1) the management of procurement programs, (2) advance procurement planning, (3) unauthorized and noncompetitive procurement, (4) split purchases to avoid the dollar limitation on small purchases, (5) the administration of blanket purchase agreements and contracts, and (6) Federal Procurement Data System and Competition Advocacy reporting.

The audit will focus on the economy and efficiency of procurement activities in JMD and include an examination of internal controls and compliance with applicable regulations. The performance of this audit should result in the identification of cost savings for JMD by delineating improvements in the procurement process.

FY 1992 CONSOLIDATED WORKPLAN

AUDIT WORKPLAN

Collection of Criminal Debt

The United States Attorneys (USAs) and their assistants are primarily responsible for ensuring that criminal fines imposed by the courts are collectable and remitted to the Federal government. The Attorney General has and continues to emphasize the role of the USAs in collecting this debt. As a result, the USAs have identified the collection of criminal fines to be among their highest priorities and have requested program increases of about \$12.6 million for FY 1992 to enhance debt collection efforts. In fiscal year 1990, the USAs reported collections of about \$31 million in criminal debt. Currently, unpaid criminal debt exceeds \$1.2 billion.

The conduct of this performance audit by the OIG Audit Division will determine the efficiency and effectiveness of the USAs in identifying collectible debt and making actual collections. The audit will focus primarily on the USAs' criminal debt collection activities for fiscal years 1991 and 1992 and will include selected USA offices and other Department of Justice offices involved in the collection process. The audit will include a review of USAs' policies and procedures for (1) tracking the collection of criminal debt, (2) providing cooperation between criminal prosecutors and civil collection attorneys, (3) exchanging information on the defendant's assets, and (4) coordination and cooperation with probation officers. The performance of this audit should result in the identification of ways to improve the collection of criminal debt.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**Oversight of Panel and
Standing Trustees**

The U.S. Trustees are responsible for the oversight of panel trustees, who administer Chapter 7 bankruptcies, and standing trustees, who administer Chapters 12 and 13 bankruptcies. Previous OIG Audit Division reviews of individual panel and standing trustees and prior General Accounting Office reports indicate that trustees are not being aggressively monitored by the U.S. Trustees. Currently, there are about 1,600 panel trustees nationwide who administer over 300,000 bankruptcy estates and about 100 standing trustees who administer 1,200 Chapter 12 cases. For Chapter 13 cases, about 170 standing trustees administer approximately 200,000 cases with both receipts and disbursements exceeding \$1 billion annually.

The objectives of this audit are to identify weaknesses in the U.S. Trustees' oversight activities and recommend appropriate corrective action. Site visits will include both the Executive Office for U.S. Trustees and individual U.S. Trustee regions.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**Audit of FY 1991 Financial Statements of the
Seized Asset Deposit Fund**

The Chief Financial Officers Act of 1990 (CFO Act) requires audited financial statements for each revolving and trust fund of an agency, starting in fiscal year 1991. The Department of Justice's plan to implement the CFO Act also specifies that fiscal year 1991 financial statements will be prepared and audited for the Seized Asset Deposit Fund. Performing this audit will ensure compliance with the requirements of the CFO Act of fiscal year 1991.

The OIG Audit Division will ensure that the audit requirements will be accomplished by obtaining and providing oversight of an audit to be performed by an independent external auditor of the fiscal year 1991 financial statements of the Seized Asset Deposit Fund. The audit will be performed in accordance with generally accepted government auditing standards and guidance provided by the Office of Management and Budget on audit requirements for Federal financial statements.

**FY 1992
CONSOLIDATED WORKPLAN**

AUDIT WORKPLAN

**Audit of FY 1991
Financial Statements of the
Asset Forfeiture Fund**

The Chief Financial Officers Act of 1990 (CFO Act) requires audited financial statements for each revolving and trust fund of an agency, starting in fiscal year 1991. The Department of Justice's plan to implement the CFO Act also specifies that fiscal year 1991 financial statements will be prepared and audited for the Asset Forfeiture Fund. Performing this audit will ensure compliance with the requirements of the CFO Act for fiscal year 1991.

The OIG Audit Division will ensure that the audit will be accomplished by obtaining and providing oversight of an audit to be performed by an independent external auditor of the fiscal year 1991 financial statements of the Asset Forfeiture Fund. The audit will be performed in accordance with generally accepted government auditing standards and guidance provided by the Office of Management and Budget on audit requirements for Federal financial statements.



BE PART OF THE SOLUTION

Report waste, fraud
and abuse to:

U.S. Department of Justice

INSPECTOR GENERAL

HOTLINE
1-800-869-4499

P.O. Box 27606
Washington, D.C. 20038-7606



DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: HANKINSON, RICHARD J., INSPECTOR GENERAL

To: AG.

ODD: NONE

Date Received: 11-27-91 Date Due: NONE

Control #: X91112719777

Subject & Date

11-27-91 MEMO ADVISING THAT HE WILL BE OUT OF THE OFFICE ON
FRIDAY, NOVEMBER 29, 1991. DURING HIS ABSENCE
ALLEN J. VANDER-STAAZ WILL BE THE ACTING INSPECTOR GENERAL.

Referred To: Date:
(1) OAG; 11-27-91
(2)
(3)
(4)

Referred To: Date:
(5)
(6)
(7)
(8)

INTERIM BY:
Sig. For: NONE

DATE:
Date Released:

W/IN:
PRTY:
1
OPR:
EHZ

Remarks

CC INDICATED FOR DAG.
(1) FOR INFORMATION.

Other Remarks:

KMM 11-29-91

FILE: OFFICE OF INSPECTOR GENERAL (OIG)

REMOVE THIS CONTROL SHEET PRIOR TO FILING AND DISPOSE OF APPROPRIATELY



U.S. Department of Justice

Office of the Inspector General

The Inspector General

RECEIVED
DEPARTMENT OF JUSTICE
Washington, D.C. 20530

'91 NOV 27 AM 11:41

EXECUTIVE SECRETARIAT

November 27, 1991

MEMORANDUM FOR WILLIAM P. BARR
ATTORNEY GENERAL

FROM:


RICHARD J. HANKINSON
INSPECTOR GENERAL

SUBJECT: Leave Plans

I plan to be out of the office on Friday, November 29, 1991. During my absence, Allen J. Vander-Staay will be the Acting Inspector General. He can be reached on 514-3435.

cc: George J. Terwilliger
Acting Deputy Attorney General

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: HANKINSON, RICHARD J., INSPECTOR GENERAL

To: AG.

ODD: NONE

Date Received: 12-20-91 Date Due: NONE

Control #: X91122020883

Subject & Date

12-20-91 MEMO ADVISING THAT HE PLANS TO BE ON LEAVE
DECEMBER 24-31, 1991, AND DURING THAT PERIOD HIS
DEPUTY, ROBERT L. ASHBAUGH, WILL BE ACTING INSPECTOR
GENERAL.

Referred To: Date:
(1) OAG; 12-20-91
(2)
(3)
(4)

Referred To: Date:
(5)
(6)
(7)
(8)

INTERIM BY:
Sig. For: NONE

DATE:
Date Released:

W/IN:

PRTY:

1

OPR:

CYN

Remarks

CC INDICATED FOR DAG.

Other Remarks:

KMM 12-20-91

FILE: OFFICE OF INSPECTOR GENERAL (OIG)

REMOVE THIS CONTROL SHEET PRIOR TO FILING AND DISPOSE OF APPROPRIATELY

20 Dec 91



U.S. Department of Justice

Office of the Inspector General

RECEIVED
DEPARTMENT OF JUSTICE

The Inspector General

'91 DEC 20 ATO:15
Washington, D.C. 20530

EXECUTIVE SECRETARIAT

December 20, 1991

MEMORANDUM FOR WILLIAM P. BARR
ATTORNEY GENERAL

FROM:


RICHARD J. HANKINSON
INSPECTOR GENERAL

SUBJECT:

Leave Plans

I plan to be on leave December 24-31, 1991. During that period, my deputy, Robert L. Ashbaugh, will be Acting Inspector General. He can be reached on 616-0627.

cc: George J. Terwilliger
Acting Deputy Attorney General

SCREENED
FOIA # 60048
(URTS 16444)
By: NARA (RD-F)
Date: 2/6/2019

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: LAWTON, MARY C., COUNSEL, IPR

To: AG.

ODD: NONE

Date Received: 09-03-91 Date Due: NONE

Control #: X91090415855

Subject & Date

09-03-91 MEMO SUBMITTING A REPORT FOR THE OFFICE OF
INTELLIGENCE POLICY AND REVIEW OF MAJOR ACTIVITIES AND
INITIATIVES OF THE AG AND DOJ FOR THE PERIOD SEPTEMBER 15 -
DECEMBER 31, 1991.

Referred To: Date:
(1) OAG; 09-04-91
(2)
(3)
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Referred To: Date:
(5)
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INTERIM BY:
Sig. For: NONE

DATE:
Date Released:

W/IN:

PRTY:

1

OPR:

PAB

3
Saw 91

Remarks

INFO CC: DAG

Other Remarks:

GJT SAW; GRG 10-15-91

FILE: OFFICE OF INTELLIGENCE POLICY REVIEW (OIPR)

REMOVE THIS CONTROL SHEET PRIOR TO FILING AND DISPOSE OF APPROPRIATELY



U.S. Department of Justice

Office of Intelligence Policy and Review

RECEIVED
DEPARTMENT OF JUSTICE

'91 SEP -3 P4.02
Washington, D.C. 20530

EXECUTIVE SECRETARIAT

September 3, 1991

MEMORANDUM TO: THE ACTING ATTORNEY GENERAL

FROM:

mc MARY C. LAWTON
COUNSEL FOR INTELLIGENCE POLICY

SUBJECT: Major Activities and Initiatives of the Attorney
General and the Department of Justice
September 15 - December 31, 1991

The following is the report for the Office of Intelligence Policy and Review in reference to the above subject.

- (1) Key events -- none anticipated.
- (2) Congressional activity - none anticipated.
- (3) Reports and Studies - none contemplated.
- (4) Policy development - none anticipated.
- (5) International meetings - none.
- (6) Problems expected - none.
- (7) Major cases and matters - Authorization of a RICO prosecution against a U.S. cell of an international terrorist organization is under consideration but no decision has yet been made on the matter. Even if authority is given, the timing of an indictment is uncertain at present.
- (8) Anticipated stories of major interest to the media - None unless the case mentioned above is indicted.

OFFICE OF JUSTICE PROGRAMS

1991

OJP

August Thru October 1991

SCREENED

FOIA # 60048

(URTS 16444)

By: NARA (RD-F)

Date: 2/6/2019

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: SWEET, ROBERT W., JR., ADMINISTRATOR, OJJDP
To: AG. (THRU: OJP/GURULE) ODD: NONE
Date Received: 08-21-91 Date Due: NONE Control #: X91082215350
Subject & Date

08-21-91 MEMO ATTACHING ADVANCE COPIES OF A JUVENILE
JUSTICE BULLETIN THAT OJJDP PLANS TO RELEASE SEPTEMBER 12,
1991, ENTITLED "OJJDP HELPS STATES REMOVE JUVENILES FROM
ADULT JAILS AND LOCKUPS." THE BULLETIN EXAMINES THE
NATION'S COMPLIANCE WITH THE JUVENILE JUSTICE AND
DELINQUENCY PREVENTION (JJDP) ACT MANDATE TO REMOVE
JUVENILES FROM ADULT JAILS AND LOCKUPS, AND DESCRIBES
OJJDP'S EFFORTS TO BRING STATES INTO COMPLIANCE.

Referred To:	Date:	Referred To:	Date:	
(1) OAG;	08-22-91	(5)		W/IN:
(2)		(6)		
(3)		(7)		PRTY:
(4)		(8)		1
INTERIM BY:		DATE:		OPR:
Sig. For: NONE		Date Released:		PAB

Remarks
INFO CC: OAG (SCHALL), DAG, OLS, PAO
(1) FOR INFORMATION.
08-23-91: OPD/JONES REQUESTED COPY. (PAB)

Other Remarks:

KMM 8/22/91
FILE: OFFICE OF JUSTICE PROGRAMS (OJP)

REMOVE THIS CONTROL SHEET PRIOR TO FILING AND DISPOSE OF APPROPRIATELY

21 AUGUST 91



U.S. Department of Justice

RECEIVED
DEPARTMENT OF JUSTICE

Office of Juvenile Justice and
Delinquency Prevention

'91 AUG 21 P4:53

Washington, D.C. 20531

EXECUTIVE SECRETARIAT

AUG 21 1991

MEMORANDUM TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurule
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr.
Administrator
Office of Juvenile Justice and
Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of a *Juvenile Justice Bulletin*, "OJJDP Helps States Remove Juveniles From Adult Jails and Lockups," that OJJDP plans to release September 12, 1991. This *Bulletin* is reprinted from the May/June 1990 issue of *NIJ Reports* (No. 220).

The *Bulletin* examines the nation's compliance with the JJDP Act mandate to remove juveniles from adult jails and lockups and describes OJJDP's efforts to bring States into compliance. It provides useful information about technical assistance programs, regional workshops, and public education initiatives offered by OJJDP to assist non-complying jurisdictions in meeting the mandate and improving their juvenile justice systems. Also described in the *Bulletin* are the experiences of five States that successfully came into compliance with the mandate.

OJJDP will distribute this *Bulletin* to State Juvenile Justice Advisory Groups, Criminal Justice Councils, juvenile justice policymakers, practitioners, associations, and researchers. It will also be available at conferences and sent to individuals on the Juvenile Justice Clearinghouse (JJC) mailing list.

If you have any questions about this document, please call me at 307-5911.

Attachments



OJJDP

JUVENILE JUSTICE BULLETIN

Robert W. Sweet, Jr., Administrator

Reprinted from *NIJ Reports*, No. 220 May/June 1990

OJJDP Helps States Remove Juveniles From Adult Jails and Lockups

Many of the thousands of young people taken into police custody and referred to the juvenile court each year can be released to parental custody to await court action. However, some—those who have committed serious crimes or who are at risk of becoming victims—must be removed from their homes pending court hearings. The small number of youth arrested for serious crimes need to be placed in secure juvenile detention facilities, and those at risk for victimization need to have a safe place to stay.

Historically, this has often meant placing young people in adult jails or lockups. Yet in these places juveniles are at risk of physical or sexual harm from adult prisoners. To protect them from such harm, some jail officials place the juveniles in solitary confinement, aggravating the psychological effects of jailing

and in some extreme cases, leading to suicide. At the very least, young people in adult facilities are deprived of the educational and other services required in juvenile facilities.

The reasons for using jails to detain juveniles are many. Some communities lock up juvenile arrestees to keep them from getting into further trouble or to deter their peers. Others because they merely want to detain the juveniles long enough to ensure their appearance in court or to find more appropriate placement in other facilities. In rural areas, especially, adequate or secure juvenile facilities may not exist nearby.

Congress passes JJDP Act

Congress acted in 1974 to pass the Juvenile Justice and Delinquency Prevention (JJDP) Act, which established the Office

of Juvenile Justice and Delinquency Prevention (OJJDP) within the Department of Justice. This Office administers formula and discretionary grants to the States and territories to provide technical assistance to help jurisdictions come into compliance with the act's provisions. The act mandates that participating States remove status offenders (e.g., truants and runaways) and nonoffenders (e.g., abused and neglected youth) from juvenile detention and correctional facilities.

In addition it mandates that when juveniles and adults are detained in the same facilities, the juvenile detainees be outside the sight and the hearing of adult prisoners. In 1980, the act was amended to further require that the States remove all juveniles from adult jails and lockups.

In fiscal year 1989 alone, OJJDP distributed almost \$46 million in formula grants

From the Administrator

It is the Federal Government's role to provide direction, coordination, leadership, and resources to help States and localities implement the mandates and goals of the Juvenile Justice and Delinquency Prevention (JJDP) Act.

To help States meet the mandate to remove juveniles from adult jails and lockups, OJJDP has taken a leadership role by providing a variety of technical assistance programs, regional workshops, and public education initiatives. Besides awarding \$46

million in formula grant funds to participating States last year, the Office has also made \$4 million in discretionary grants available to help States improve their jail removal initiatives. In addition, helping States comply with the JJDP Act is one of OJJDP's program goals for fiscal year 1990.

This *Bulletin* describes OJJDP's efforts to help States in this area as well as the steps several States have taken to remove juveniles from adult jails and lockups. We hope this information can be useful to other jurisdictions seeking to improve their juvenile justice systems and comply with the JJDP Act.

Providing such information to juvenile justice practitioners is consistent with OJJDP's commitment to keep State and local jurisdictions informed about effective or promising programs on how public and private agencies can provide effective services while efficiently deploying their resources.

Robert W. Sweet, Jr.
Administrator

and another \$934,000 to support onsite technical assistance, regional workshops, and public education initiatives in States and local communities. For instance, OJJDP recently:

- ❑ Published nonsecure custody criteria in the *Federal Register* to explain to police officers alternative ways to handle juveniles in custody without violating the law.
- ❑ Incorporated a curriculum on custody in its management training program for State and local law enforcement officials.
- ❑ Conducted a workshop to help police departments in large cities deal with lockup removal problems unique to them.
- ❑ Conducted a train-the-trainer seminar to enable State Advisory Group leaders to provide technical assistance to their colleagues.
- ❑ Developed an intensive training curriculum for States that have had to ask for a waiver of termination from the program because they have been unable to meet the jail removal mandate.

Jail Removal Definitions*

Eligible State. An eligible State is any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Trust Territory of the Pacific Islands, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands.

Substantial Compliance. A State is in substantial compliance if it has removed not less than 75 percent of juveniles from jails and lockups for adults and has made, through appropriate executive or legislative action, an unequivocal commitment to achieving full compliance within a reasonable time, not to exceed 3 additional years.

*From JJDP Act as amended in 1988.

OJJDP's National Jail Removal Initiative

As part of its discretionary grant program, OJJDP's first project, the National Jail Removal Initiative, focused attention on rural areas, where jail was frequently the only place police could detain juveniles. Depressed local economies, low tax bases, and long distances to the closest secure juvenile detention center or community-based shelter home created substantial obstacles to other alternatives.

Twenty-three sites in 13 States participated in the \$5.3 million project. At each site, the first step was to organize a task force to define the problems and identify what needed to be done and who could do it. Out of this preliminary work, each site developed a "jail removal" plan that included some or all of the following actions:

- ❑ Establishing intake screening units.
- ❑ Developing and applying specific and objective detention criteria.
- ❑ Building a network of alternative services.
- ❑ Inviting community leaders, police, and court officials to participate in program planning.

After implementing their plans, 20 of the 23 sites were able to provide nonsecure detention to their juveniles (only 5 had been able to do so before). Eight of the sites succeeded in removing all juveniles from their adult jails and lockups, and in the remaining 15, decreases in juvenile jailings ranged from 23 to 98 percent.

All this took place without any rise in the predisposition rearrest rate or the failure-to-appear rate. In addition, the predisposition rearrest rate decreased overall from 3.9 to 2.1 percent, and the failure-to-appear rate remained virtually unchanged.

What contributed to this success? The successful sites established 24-hour intake centers where trained personnel used specific, objective detention criteria to determine appropriate juvenile placements. Law enforcement cooperated fully with the intake staff, allowing them control over initial placement decisions.

The most effective plans also included provisions for secure juvenile detention,

either onsite or through purchase-of-care agreements, as well as a core of alternative placement options.

Finally, the sites prepared written policies and procedures to guide the process. They routinely monitored implementation of the plan and of placement decisions by tracking and reviewing intake and detention records. And they obtained active community support for both program planning and funding.

Bringing States into compliance with the JJDP Act

The JJDP Act called for removal of all juveniles from adult jails and lockups by the end of 1988. In September 1987, OJJDP awarded \$50,000 discretionary grants for enhancing their jail removal efforts to 20 States that were not yet in compliance. The project was called Jail Removal I (JRI-1).

Community Research Associates, an OJJDP grantee that had successfully helped 13 States under the earlier \$5.3 million National Jail Removal Initiative, provided onsite consultation to help remove obstacles to compliance that were specific to each of these States. CRA also established a clearinghouse on legislation, model programs, alternative services, pertinent case laws, public education, and intake screening procedures to speed the removal of juveniles from adult facilities.

Most of the States participating in JRI-1 identified one or two key barriers to achieving compliance, such as overextended staff, inappropriate use of police lockups, insufficient monitoring of jails and lockups to enforce the mandate, inadequate training of intake staff, judicial resistance, lack of appropriate alternatives, and absence of 24-hour intake services. Many cited the lack of coordinated State services, inadequate funds to support alternatives, little awareness of alternative resources, and lack of impetus to effect systemwide changes.

One solution that many States adopted was to hire a central coordinator to put into action the various components of the jail removal plan and to spur interagency cooperation and problem solving at the

local level. The coordinators were able to engage the attention of State officials to the local problem and to obtain needed assistance.

In September 1988, OJJDP launched a second round of funding, called Jail Removal II (JRI-2), awarding \$3 million in discretionary funds to help 17 States and one insular area that had not achieved at least a 75-percent reduction in the number of juveniles in adult jails and lockups.

OJJDP required the 17 States to demonstrate their commitment to full compliance with the JJDP Act by allocating a minimum of 40 percent of their 1988 formula grant funds to jail removal projects; ensuring coordination among the State agencies responsible for implementing the jail removal plan; and obtaining from the Chief Executive or State legislature an unequivocal commitment to removing juveniles from adult jails and lockups.

OJJDP identified specific activities that could be supported with the discretionary funds. The States could use the money to develop operating guidelines for temporary holding facilities, home detention, intake screening and detention criteria, and transportation. They could establish temporary holding facilities, recruit and train "youth attendants" to provide support services for local juvenile justice agencies, and reimburse local governments for the cost of providing support services.

Currently, the States are implementing their jail removal plans. Significant legislative and executive policy changes as well as increased alternative programming are expected to result from JRI-2.

State experience since the JJDP Act

State leaders, including elected officials, State Advisory Groups, youth advocates, and juvenile justice professionals, have been working to bring their jurisdictions into compliance as quickly as possible. The way they tackled the job varied from State to State. Michigan, for example, established a network of nonsecure holdovers and a home detention program.

Colorado set up a transportation system using off-duty police officers to take juveniles to and from regional juvenile detention centers. Other States—California and Tennessee, for example—have taken the legislative route, with laws now on the books prohibiting juvenile jailings.

The experience of five States—Idaho, Missouri, New Jersey, North Carolina, and Ohio—shows the range of approaches that have been taken nationwide.

Idaho. During 1980, 7,469 Idaho juveniles were held in 40 jails. There were no State laws on the subject and no standardized criteria to guide decisions about juvenile detention. Since then Idaho has undertaken an intensive education campaign to make juvenile justice professionals, legislators, and the public aware of what the JJDP Act mandated.

The State Advisory Group earmarked a substantial portion of the State's formula grant funds for activities to keep youth out of jails, and OJJDP awarded the State two jail removal grants.

All this attention and activity culminated in the judiciary's implementation of statewide detention criteria and the legislature's establishment of a bipartisan committee to study the State's juvenile justice system. The legislature passed the Idaho Juvenile Justice Reform Act to provide a continuum of care in juvenile services.

At the regional level, innovative activities took place as well. One region of the State developed a transportation system, including vans and drivers, to take young offenders to distant juvenile detention facilities or alternative programs to avoid the jail alternative.

And finally, the Governor issued an executive order for the removal of all juveniles from adult jails. By 1986, the State's monitoring report showed that 1,744 juveniles were held in 37 jails, a 76.6-percent reduction in violations of the jail removal requirement.

Missouri. During 1982, Missouri reported 768 juveniles held in adult jails

and lockups. Several studies—by the Missouri Juvenile Justice Review Committee, the Department of Public Safety Juvenile Justice Specialist, and a number of Missouri counties—were conducted to find out why the practice continued and what could be done about it.

The result was the formation of the Juvenile Justice Association, charged with working closely with the Department of Public Safety. With the cooperation of judges and county commissioners and technical assistance from OJJDP, the association conducted a statewide educational campaign and put on a series of training workshops. The State hired a special technical assistant to work directly with the counties on solving the problem.

Missouri passed and implemented jail removal legislation in 1986. This resulted in the State's compliance with Section 223 (a) (14) of the JJDP Act, and a dramatic decline in the number of juveniles held in adult jails and lockups.

New Jersey. Despite the fact that New Jersey passed jail removal legislation as early as 1974, the State reported 49 cases of noncompliance in 1980. Municipal lockups were the main problem. So the Department of Corrections' Juvenile Detention and Monitoring Unit, established in 1978 to help monitor compliance with the JJDP Act, began to monitor all municipal lockups, working closely with the Department of Corrections' Bureau of County Services.

The unit also started training law enforcement professionals and promulgating standards and administrative rules to ensure compliance with the State's Juvenile Code, which contains many protections for juveniles in custody. In 1987, New Jersey reported 25 jail removal violations out of 107,781 admissions monitored during the year, a rate that qualifies the State for full compliance.

North Carolina. In its 1979-1980 session, the North Carolina legislature passed a law against detaining juveniles in jail, to take effect July 1, 1983. As the deadline approached, it was feared that the space in juvenile detention centers

would not be adequate to meet the demand. Rural areas, particularly, lacked juvenile detention facilities or funds to support transportation services.

Community Research Associates, awarded a contract by the Governor's Crime Commission to study the situation, recommended that the State consider locating any proposed new detention centers where they would be accessible to juveniles out of range of juvenile facilities. In response to CRA's recommendation concerning geographic location of juvenile facilities, as well as transportation concerns raised by rural counties, the State legislature extended for 1 year the effective date of the jail removal law and approved funds to build two new regional detention centers—one in the northwest section of the State, and one in the northeast. North Carolina now reports no cases of juvenile jailings.

Ohio. More than 3,500 juveniles were confined in jails and lockups during 1981. This situation was perfectly legal according to Ohio law, which allowed the jailing of juveniles accused of both criminal and status offenses.

To achieve compliance with the JJDP Act, Ohio acted on all fronts. On the executive level, it initiated a public education campaign and sought to strengthen relationships between local law enforcement agencies and courts. A partnership to inspect adult jails and lockups for JJDP Act violations was formed between the unit that receives OJJDP's formula grant funds—the Governor's Office of Criminal Justice Services—and the Bureau of Adult Detention.

For its part, the legislature passed two significant pieces of legislation: one providing financial support to counties that developed nonsecure alternatives for status offenders, and the other prohibiting secure detention of juveniles in local adult correctional facilities that had been constructed with State funding subsidies.

By 1987, only 2 out of 114 jails in Ohio still routinely held juveniles. In that year,

the State reported only 245 violations, a 93-percent reduction from 1981, qualifying Ohio for full compliance.

Looking to the future

At the end of 1987, 29 States were still not in full compliance with the requirements of the law. OJJDP remains committed to providing Federal direction, coordination, resources, and leadership to help these States join the rest in ensuring that detained juveniles are held in appropriate facilities.

OJJDP has already prepared instructions to help noncomplying States apply for a waiver of termination from the formula grant program. The JJDP Act stipulated that to receive a waiver, a State or territory must agree to spend all its formula grant funds—except for planning and administration, advisory group set asides, and Indian tribe pass-through funds—to remove juveniles from adult jails and lockups. OJJDP will provide technical assistance to States that are granted a waiver of termination.

Indeed, training and technical assistance form a major part of OJJDP's future help to all States. The next phase is to assist States in developing comprehensive plans to meet the goals and mandates of the JJDP Act and in designing systems to monitor all detention and correctional facilities to ensure continued compliance with the JJDP Act's jail removal mandates. At the same time, OJJDP will continue to concentrate efforts on developing, implementing, and assessing programs that respond to problems highlighted in the JJDP Act, such as illegal drug use, school dropouts, delinquency prevention, and violent crime.

To obtain a copy of *Blueprint for Effective Jail Removal*, published in 1987, contact Community Research Associates, 115 North Neil Street, Suite 302, Champaign, IL 61820 (217-398-3120).

Eight Plans That Work

In 1985, OJJDP awarded funds to Community Research Associates (CRA)* to help States develop plans to keep juveniles out of adult jails. CRA distilled from its experience with the States eight key components of these plans:

- Community commitment to keep juveniles out of adult jails.
- Alternatives for juveniles who do not need to be in secure facilities.
- Access to secure juvenile detention for those who do.
- Objective criteria for detaining juveniles.
- Capability of 24-hour intake in juvenile facilities.
- Written policies and procedures for intake and detention services.
- An effective system to monitor the system for keeping juveniles out of jails.
- Local sponsorship and funding of intake and detention services.

Details about these components may be found in *Blueprint for Effective Jail Removal*, prepared and distributed by CRA. (See next page for information on obtaining a copy.)

*Community Research Associates, an OJJDP grantee located in Champaign, Illinois, has been active in helping States remove their juveniles from adult jails. CRA also helps States improve detention practices and policies, expand preadjudication services to youth, assess juvenile court operations, analyze juvenile populations, and develop legislation.

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The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

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To: AG. (THRU: OJP/GURULE) ODD: NONE
Date Received: 08-26-91 Date Due: NONE Control #: X91082615502
Subject & Date

08-23-91 MEMO ATTACHING ADVANCE COPIES OF "DIRECTORY OF
STATE-IDENTIFIED INTERVENTION PROGRAMS FOR DRUG DEPENDENT
OFFENDERS," PUBLISHED BY THE BUREAU OF JUSTICE ASSISTANCE.
IT PROVIDES A LISTING OF TREATMENT/INTERVENTION PROGRAMS
FOR DRUG-DEPENDENT CRIMINAL OFFENDERS THAT WERE IDENTIFIED
BY REPRESENTATIVES OF EACH STATE'S GOVERNOR. THE DOCUMENT
WILL BE MAILED TO CRIMINAL JUSTICE POLICYMAKERS,
PRACTITIONERS, ASSOCIATIONS AND RESEARCHERS BEGINNING ON **

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EXECUTIVE SECRETARIAT

AUG 23 1991

MEMORANDUM TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurulé
Assistant Attorney General
Office of Justice Programs

FROM: Gerald (Jerry) P. Regier
Acting Director

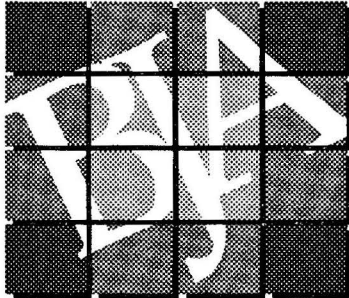
SUBJECT: Advance Notification of BJA Publication

Attached for your information are advance copies of *Directory of State-Identified Intervention Programs for Drug Dependent Offenders*, published by the Bureau of Justice Assistance. This publication provides a listing of treatment/intervention programs for drug-dependent criminal offenders. The programs in this document were identified by representatives of each State's Governor. It will be a good source for criminal justice personnel to refer arrestees, probationers, convicts, or parolees, to treatment programs.

The document will be mailed beginning on September 4, 1991, to criminal justice policymakers, practitioners, associations, and researchers.

If you have and questions about this document, please call me at 514-6278.

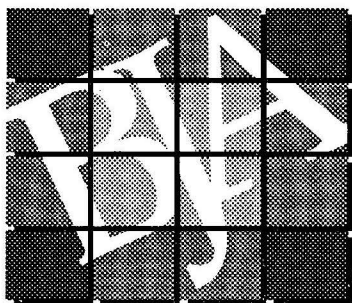
Attachments




Bureau of Justice Assistance

**Directory of State-
Identified Intervention/
Treatment Programs for
Drug Dependent
Offenders**





Bureau of Justice Assistance



Directory of State- Identified Intervention/ Treatment Programs for Drug Dependent Offenders

July 1991
NCJ 130581

U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

U.S. Department of Justice

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The Assistant Attorney General, Office of Justice Programs, establishes the policies and priorities, and manages and coordinates the activities of the Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and Office for Victims of Crime.



U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

I am pleased to present the *Directory of State-Identified Intervention/Treatment Programs for Drug Dependent Offenders*. This document contains references to 282 state and local programs, identified by officials in each state, as providing treatment services for drug-dependent offenders.

As stated in the President's February 1991, National Drug Control Strategy, "One of the roles of the criminal justice system is to identify drug users throughout the system for referral to treatment". It is the health and human services system that has the primary responsibility for treatment. The criminal justice system is responsible for referring individuals under their supervision to treatment. This document provides a source for criminal justice personnel to refer arrestees, probationers, convicts, or parolees, to treatment programs. Efforts are being made by both the criminal justice and health and human services systems to more efficiently coordinate and develop a comprehensive approach to drug treatment.

The value of a publication such as this is to identify those programs that are known to be successful. They were identified by representatives of each state's Governor in response to a survey by the National Criminal Justice Association. The appearance of a program in this document should not be construed as a Department of Justice or Bureau of Justice Assistance endorsement.

I hope that this directory will be of value to you in supervising the drug-dependent offender in the community.

Sincerely,

Gerald (Jerry) P. Regier
Acting Director

INTRODUCTION

The Directory of State-Identified Intervention/Treatment Program for Drug-Dependent Offenders is a principal product of a National Criminal Justice Association (NCJA)/National Governors' Association (NGA) project begun in 1987 to identify effective and workable approaches to treatment of drug-dependent offenders and to produce information to help guide criminal justice officials in selecting, implementing, and assessing the effectiveness of various treatment approaches.

The Directory is a compilation of 282 state and local programs identified by state officials in a survey conducted for the NCJA/NGA project as providing effective intervention/treatment services for drug-involved offenders in their respective jurisdictions. The directory provides state and local officials the opportunity to review what intervention/treatment programs are being used in jurisdictions nationwide to address the drug-dependent offender problem. The directory also is intended as a resource for public officials, treatment providers, researchers, and others interested in the location of and services provided by intervention/treatment programs for drug-dependent offenders.

Background

Research conducted in the last several years suggests that many offenders commit crimes in order to obtain drugs or the means to purchase drugs. Surveys of federal and state corrections populations indicate that large numbers of offenders have lengthy histories of drug involvement and/or had been using controlled substances at the time of their arrests. Given these circumstances, it has been widely acknowledged by officials in the criminal justice and related social services fields that criminal sanctions alone, even those involving incarceration, are unlikely to have significant or prolonged effects on either the behavior or the drug use of drug-dependent offenders. These officials speculate that drug-dependent offenders are likely to continue their criminal behavior upon release from correctional custody because they are likely to resume or continue their involvement with drugs on the street. These considerations have prompted renewed interest in the rehabilitative potential of programs that focus primarily on ending offenders' dependencies on drugs.

The primary objective of the NCJA/NGA project, "Treatment Options for Drug-Dependent Offenders," was to address the need for additional, systematically-developed information on drug treatment programs applicable for drug-dependent offenders by developing resources to help public policymakers and criminal justice practitioners identify and explore such treatment options. Project results are presented in four specific products. A literature review of books, articles, and other publications has been compiled that examines public policy issues affecting treatment of drug-dependent offenders. A final project report includes a summary of the findings of the NCJA's survey of treatment options available in the states. A program brief describes five approaches: continuity of care from incarceration to release into the community, outpatient treatment, short-term residential treatment, comprehensive outpatient treatment in a rural setting, and comprehensive drug treatment, social services, and vocational rehabilitation. The program brief also highlights programs that states have found to be successful in using these approaches to treat drug-dependent offenders. The final product is this directory of intervention/treatment programs about which the NCJA/NGA project produced sufficient information for descriptions.

Methodology

Because there was no single, readily accessible body of information available concerning drug treatment programs generally, or for drug-dependent offenders in particular, when the project began in July 1987, the NCJA's initial step in carrying out the project was to conduct a nationwide survey of the states and territories to identify programs that states are using to provide intervention and treatment services for drug-dependent offenders. The survey specifically asked state respondents to identify approaches that appeared to be working and programs that exemplified those programs.

Survey information was collected from the states in a two-step process. The first step was to survey the states and territories to collect information on treatment options for drug-dependent offenders in each state, as well as information on other factors, such as administration, finance, research and evaluation, and policy issues, that affect provision of treatment for drug-dependent offenders. In administering the survey, the NCJA, in cooperation with the NGA, sought out, as principal survey respondents in each state, officials of state agencies most knowledgeable about state and local governments' policies and practices affecting the operations, financing, and use of treatment programs for drug-dependent offenders and about state local programs available to drug-dependent offenders. That individual in each state then forwarded copies of the survey to state service delivery agencies and corrections agencies, and other entities involved in the delivery of intervention/treatment services to drug-dependent offenders. All states, the District of Columbia, Puerto Rico, the U. S. Virgin Islands, American Samoa, and Guam responded to the survey. Overall, 147 survey responses were received from state corrections departments, alcohol and drug abuse division of state human services agencies, state health departments, state courts, state parole and probation offices, state public safety department, state mental health agencies, governors' offices, individual treatment service providers, youth services agencies, and county agencies.

A major portion of the survey focused on "Intervention Strategies," or approaches used in programs servicing drug-dependent offenders. This survey section asked each respondent to indicate types of strategies used in his state and to provide information about one program representing each type of strategy categories listed on the survey form were detoxification, physical control, monitoring, counseling and therapy auxiliary services, and "other." In all, respondents listed 288 programs in response to this section of the survey. In lieu of completing the survey questions on intervention strategies, respondents had the option of submitting directories or other publications that similarly identified programs. Respondents choosing this method of response were asked to annotate the directory listings with any items of information sought from the survey, such as specific intervention strategy, setting, duration, client population, and program contact, that the directory descriptions did not include. Some 20 of the 54 responding jurisdictions chose this option and identified, collectively, another 2,773 programs in directories. Of these 2,773 programs, 68 were annotated with the requested information. For the rest of the directory listings, however, there was no information indicating which programs should be considered the most effective for each of the six suggested intervention strategies or whether the programs had clients who were drug-dependent offenders. On the other hand, several states that submitted directories also completed the "Intervention Strategies" portion of the survey, thereby supplementing or repeating some of the information contained in the directories.

The second phase of the NCJA's efforts to identify intervention/treatment programs for drug-involved offenders that state officials considered effective was a letter and telephone follow-up activity that involved contacting state survey coordinators and/or survey respondents to verify and obtain more complete information about programs listed in the survey responses and to ensure that states had identified all "promising" programs. A specific objective of the follow-up activity was to clarify which programs states

considered most effective; this activity was necessary because some respondents had submitted what appeared to be listings that included all state programs, not just those primarily or exclusively for drug-dependent offenders, while other respondents appeared to the provided information only about programs that they considered most effective for each intervention strategy type.

In the follow-up letters, coordinators were asked to verify and refine information previously provided about treatment programs, to identify which programs officials in their state considered "successful," and to report the means by which officials determine "success." The coordinators, or their designated respondents, were asked not only which programs they considered most effective, but also what types of evaluations are conducted to determine program effectiveness. Through this process, project staff determined that, in fact, few states have formal evaluation systems in place, and from independent staff research, found that programs that have evaluation components do not necessarily also have standards or criteria for determining "success."

Similarly, in the follow-up telephone calls, state survey coordinators, or their designated respondents, were asked to clarify, if possible, the means by which officials concluded that treatment programs are effective. Generally, respondents could not provide clearly defined criteria for judging the "success" of drug treatment programs. Some respondents cited licensure requirements as an operative standard for judging a program's effectiveness, while others reported that the "success" of programs is based on such factors as length of operation and recidivism rates for treatment program graduates. Numerous respondents noted that the extent of outcome evaluation conducted by individual treatment programs, if any evaluation is conducted at all, generally is limited to recidivism rates.

In the follow-up activity, respondents who had forwarded unannotated directories with their original survey responses also were asked to provide the requested survey information about the programs listed in their directories. As a result of this follow-up procedure, the NCJA obtained information on 25 more of the 2,773 programs listed in respondent-supplied directories. Thus, after two inquiries, 93 of the 2,773 programs originally listed in state-supplied directories (68 annotated at the time of the original survey and the 25 fully described during the follow-up activity) had been identified as meriting further consideration for inclusion in the NCJA project's directory of programs.

In addition, however, the follow-up activity yielded names of programs for drug-dependent offenders that respondents had not listed in their original survey responses and were not in directory listings. Of 108 such programs identified in the follow-up activity, 13 were classified specifically by respondents as "successful." In addition, in the telephone follow-up activity, respondents specifically confirmed as "successful" a total of 47 programs they had identified as successful in their original survey responses.

This two-step process resulted in a list of 394 programs that were candidates for listing in the NCJA directory because respondents had identified them as either "effective" or "successful" and because project staff had sufficient information about them to provide descriptions in the directory. This total includes the 288 programs listed by respondents in the original survey; the 68 programs designated in the directories; and the 38 programs named by respondents during the follow-up activity, including the 25 additional programs from directory listings and the 13 programs not earlier identified as successful.

From this total, project staff deleted more than 100 programs that either serve only juvenile offenders or treat only alcohol addiction only or that are self-help programs such as Alcoholics Anonymous and Narcotics Anonymous. As a result, the total number of programs to be listed in the NCJA directory was reduced to 282.

Directory Usage

Each intervention/treatment program entry in the directory contains the name, address, title, and telephone number of the program contact person as of the time the information was compiled. The name of a program contact person was not included in order to avoid potential inaccuracies resulting from the likelihood of numerous program personnel changes over time. Below the program information are two lines of codes that enables the user to determine for each program the intervention/treatment strategies employed, the setting, the duration treatment, and the client population served. The key to codes is as follows:

****KEY****

Intervention/Treatment Strategies:

- D = Detoxification (e.g., Medical, Non-Medical, Methadone)
- P = Pharmacological (e.g., Methadone, Naltrexone)
- M = Monitoring (e.g., Drug and Alcohol Testing, Electronic, Case Management)
- CS= Community Supervision (e.g., Parole, Probation, Intensive Supervision)
- CTE= Counseling, Therapy, Education (e.g., Individual, Group, Family, AA/NA, Drug Education)
- AS= Auxiliary Services (e.g., Vocational, Employment, Academic Instruction, Social Services)
- O = Other (defined in footnotes)

Setting:

- C = Correctional
- H = Hospital
- R = Residential
- O = Outpatient
- SW= Statewide Program

Duration:

- S = Short-term (Three Months or Less)
- L = Long-term (Longer than Three Months)

Client Population:

AM=	Adult Male
AF=	Adult Female
AMF=	Adult Male and Female
YO=	Youthful Offender
OF=	Only Drug-Dependent Offenders

Programs' treatment approaches, or intervention/treatment strategies, are classified in broad categories to give the reader a general overview of the services provided by programs.

Because treatment programs are so diverse in scope and approach, and because the terminology used to describe programs varies considerably, the project staff selected, for the purposes of the survey and the directory, terms that seem best to convey the broad categories of treatment approaches that programs are most likely to employ. Each program designated within a given category provides at least one of the services listed in the category definition. It should be noted, however, that although nearly all of the programs screen individuals, assess their intervention/treatment needs, and makes appropriate referrals, this service does not appear as a separate intervention/treatment category in the directory. Programs that solely screen and refer clients or that provide distinct services are designated in the category of "other" in the text. Such services are defined in footnotes listed at the end of the directory.

Program settings may be correctional, hospital, or outpatient. However, programs may provide services in more than one type of setting. For example, a residential treatment program also may provide outpatient services. Similarly, although a correction institute may house a residential program, with clients housed in a unit separate from other inmates, some programs begun in correctional settings may continue in the community upon offenders' release. In such instances, both types of settings are listed. The designation "statewide program" refers to a public sector program, such as a correctional program, that provides similar services at different locales under the general supervision of a central administrative agency/office. If a program is listed as statewide, the location of the central administrative agency, rather than individual program site addresses, is listed in the directory.

The directory defines short-term treatment as three months or less and long-term treatment as more than three months. A program may provide both short- and long-term services; this situation often occurs with programs providing both residential and outpatient treatment services. In such cases, both short- and long-term treatment are indicated.

The client population designations are intended to describe, generally, who is being served by a program: adult males, adult females, or youthful offenders. For purposes of the directory, the term "youthful offender" is defined as a juvenile and/or young adult sentenced by the court to a program offering rehabilitative services.

The directory specifically designates programs that provide services exclusively for drug-dependent offenders, other programs serve both criminal justice and non-criminal justice clients.

For the user's reference, a key to directory entry codes is reproduced at the bottom of every page and is highlighted in gray.

Clarification and verification of specific program characteristics was conducted by telephone over a period of several months. Every effort has been made to ensure the accuracy and completeness of the information provided. The NCJA regrets any error or omissions in the directory.

July 1991

INTERVENTION/TREATMENT PROGRAM DIRECTORY

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CTE M
C R S AMF OF

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CTE M
C S AM OF

New Outlook Therapeutic Community
Supervisor
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Springville, AL 35146
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CTE M
C R L AM OF

ALASKA

The Salvation Army Clitheroe Center
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CTE
C L AMF OF

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CTE M
R O S L AMF

Camelback Counseling Center
Clinical Director
706 East Bell Road, Suite 207
Phoenix, AZ 85022
(602) 992-6440
CTE D
R O S AMF

Phoenix Community Center
Operations Manager
2612 West Glenrosa
Phoenix, AZ 85017
(602) 242-6277
CTE M
O S AMF OF

TASC, Inc.
Project Director
2234 North 7th Street
Phoenix, AZ 85004
(602) 254-7328
M CTE AS
O L AMF OF

ARKANSAS

Substance Abuse Treatment Program
Administrator of Mental Health Services
Department of Corrections
P.O. Box 8707
Pine Bluff, AR 71611
(501) 247-1800 ext. 325
CTE
C R SW S AMF OF

Intervention Strategies

D = Detoxification
P = Pharmacological
M = Monitoring
CS = Community Supervision
CTE = Counseling, Therapy, Education
AS = Auxiliary Services
O = Other

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C = Correctional
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Duration

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Client Population

AM = Adult Male
AF = Adult Female
AMF = Adult Male and Female
YO = Youthful Offender
OF = Only Drug-dependent Offenders

CALIFORNIA

California Rehabilitation Center
 Superintendent
 P.O. Box 1841
 Norco, CA 91760
 (714) 737-2683
 P CTE AS
 C R L AMF OF

Controlled Substance Treatment Unit
 Assistant Deputy Director
 Parole and Community Services Division
 P.O. Box 942883
 Sacramento, CA 94283-0001
 (916) 445-6200
 D CTE M
 C R S AM OF

Narcotic Addict Outpatient Program
 Parole Administrator
 California Rehabilitation Center
 P.O. Box 1841
 Norco, CA 91760
 (714) 737-2683
 CTE P AS
 C O L AMF OF

Substance Abuse Revocation Diversion Program
 Parole Administrator
 Parole and Community Services Division
 P.O. Box 942883
 Sacramento, CA 94283-0001
 (916) 445-6200
 M D CS AS
 C O L AMF OF

Substance Abuse Treatment Unit
 Parole Administrator
 Parole and Community Services Division
 2904 East Belgravia
 Fresno, CA 93721
 (209) 445-6431
 CTE M O¹
 C R S AM OF

COLORADO

ARTS (Addiction Research and Treatment Services)
 Outpatient Clinic
 Director
 1827 Gaylord Street
 Denver, CO 80236
 (303) 388-5894
 P D M CTE AS
 O L AMF

Cenikor
 Regional Vice President
 8790 West Colfax, Suite 210
 Lakewood, CO 80215
 (303) 234-1288
 CTE M AS
 R L AMF

Drug and Alcohol Abuse, Inc.
 Director
 P.O. Box 268
 Canon City, CO 81212
 (719) 275-7650
 CTE M
 O L AMF

PEER-1 Therapeutic Community
 Program Administrator
 3660 West Princeton Circle
 Denver, CO 80236
 (303) 761-2885
 CTE M AS
 R L AMF

Therapeutic Community Corrections
 Program Administrator
 3660 West Princeton Circle
 Denver, CO 80236
 (303) 761-2885
 CTE M AS
 R L AMF OF

Intervention Strategies

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 OF = Only Drug-dependent Offenders

CONNECTICUT

Blue Hills Hospital
Superintendent
51 Coventry Street
Hartford, CT 06112
(203) 566-4405
CTE D AS
H R O S AMF

Connecticut Correctional Institute Programs
Director, Drug and Alcohol Division
Department of Corrections
90 Brainard Road
Hartford, CT 06114
(203) 566-5855
CTE AS
C SW S AMF OF

Project Fire
Community Program Coordinator
Drug and Alcohol Division
Department of Corrections
90 Brainard Road
Hartford, CT 06114
(203) 566-5855
CTE M AS
C O L AMF OF

Renaissance
Director
31 Wolcott Street
Waterbury, CT 06702
(203) 753-2341
CTE AS
R L AMF

DELAWARE

Brandywine Counseling and Diagnostic Center
Executive Director and President
305 West 12th Street
Wilmington, DE 19801
(302) 656-2348
CTE P M
O L AMF

Continuing Care Unit
Director
1502 C.N. Broom Street
Wilmington, DE 19806
(302) 429-5856
AS CTE
O L AMF OF

Delaware Alcohol and Drug Treatment Center
Executive Director
1606 West 16th Street
Wilmington, DE 19806
(302) 656-4044
CTE M
O L AMF

Green Tree
Senior Correctional Counselor
Delaware Correctional Center
RD #1, P.O. Box 500
Smyrna, DE 19977
(302) 653-9261 ext. 459
CTE AS
C L AM OF

Kent County Counseling Center
Executive Director
811 South Governor's Avenue
Dover, DE 19901
(302) 736-4548
CTE P M
O L AMF

Kent/Sussex Detoxification Center
Director
Ellendale School House
Main Street
P.O. Box 251
Ellendale, DE 19941
(302) 422-8338 (Kent)
(302) 856-5236 (Sussex)
D
R S AMF

Key Program
Director
1301 East 12th Street
Wilmington, DE 19809
(302) 429-7790
CTE
C R L AM OF

Intervention Strategies

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Open Door, Inc.
Director
301 Commonwealth Avenue
Claymont, DE 19703
(302) 798-9555
CTE
O L AMF

Turnabout Counseling Center
Coordinator
350 Virginia Avenue
P.O. Box 729
Seaford, DE 19973
(302) 856-2388
CTE M
O L AMF

Recovery Center of Delaware
90-Day Drug Residential
Director
P.O. Box 546
Delaware City, DE 19706
(302) 836-3080
CTE
R S AMF

Recovery Center of Delaware
Kirkwood Detoxification
Unit Director
3315 Kirkwood Highway
Wilmington, DE 19808
(302) 995-8610
D CTE
R S AMF

Recovery Center of Delaware
SENTAC (Sentencing Accountability Commission)
Drug Residential
Project Director
P.O. Box 546
Delaware City, DE 19706
(302) 836-1593
CTE AS
R L AMF OF

DISTRICT of COLUMBIA

Alcohol and Drug Abuse Services
Administration Clinics
Chief, Criminal Justice Division
33 N Street, NE
Washington, DC 20002
(202) 727-0202
M AS
O SW S AMF OF

Comprehensive Abstinence Program
Program Manager
1300 First Street, NE, 2nd Floor
Washington, DC 20002
(202) 727-0668
CTE M AS
O L AMF

Intensive Substance Abuse Program
Administrator, Substance Abuse Services
P.O. Box 25
Lorton, VA 20079
(703) 643-1098
CTE AS
C R L AM OF

Methadone Detoxification Program/
D.C. Detention Facility
Assistant Director for Health Services
Health Services Administration Building
P.O. Box 25
Lorton, VA 22079
(703) 643-1403
D P
C R S AMF OF

Model Treatment Program
Clinic Manager
1300 First Street, NE, 2nd Floor
Washington, DC 20002
(202) 727-0664
D P CTE
O L AMF

Intervention Strategies

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AMF = Adult Male and Female
YO = Youthful Offender
OF = Only Drug-dependent Offenders

**TRAIN II (Treatment and Rehabilitation
for Addicts in Need)**

Program Manager
D. C. General Hospital
PCRC Building #14
Washington, DC 20003
(202) 727-3920
D P M CTE AS
O L AMF

Women's Services Clinic
Program Manager
D. C. General Hospital
Washington, DC 20003
(202) 727-5166
P M CTE AS O²
O L AF

FLORIDA

Jones Cottage
Program Director
Florida Correctional Institution
P.O. Box 147
Lowell, FL 32663
(904) 622-5151
CTE AS
C R L AF OF

Phoenix Drug Program
Executive Director
Apalachee Correctional Institution
P.O. Box 699
Sneads, FL 32460
(904) 593-6431
CTE AS
C L AM YO OF

Therapeutic Community
Counseling and Social Services Supervisor
Lantana Correctional Institution
1199 West Lantana Road
Lantana, FL 33462
(407) 586-6510
CTE AS
C R L AF YO OF

TASC

Program Administrator
1317 Winewood Boulevard 6
Room 156
Tallahassee, FL 32301
(904) 488-0900
M
O SW S L AMF OF

Tier I

Director, Substance Abuse Services
Department of Corrections
1311 Winewood Boulevard
Tallahassee, FL 32399-2500
(904) 488-9169
M AS
C SW S AMF YO OF

Tier II

Director, Substance Abuse Services
Department of Corrections
1311 Winewood Boulevard
Tallahassee, FL 32399-2500
(904) 488-9169
CTE M AS
C R SW S AMF YO OF

Tier III

Director, Substance Abuse Services
Department of Corrections
1311 Winewood Boulevard
Tallahassee, FL 32399-2500
(904) 488-9169
CTE M AS
C R SW L AMF YO OF

Tier IV

Director, Substance Abuse Services
Department of Corrections
1311 Winewood Boulevard
Tallahassee, FL 32399-2500
(904) 488-9169
CTE M AS
C R SW S AMF YO OF

Intervention Strategies

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OF = Only Drug-dependent Offenders

GEORGIA

DeKalb Substance Abuse Services
 Director
 3110 Clifton Springs Road
 Decatur, GA 30034
 (404) 244-4411
 D M CTE
 R O S L AMF

Drug/Alcohol Education Program
 Program Specialist
 Department of Corrections
 2 Martin Luther King, Jr. Drive, East Tower
 Suite 654
 Atlanta, GA 30334
 (404) 651-6942
 CTE
 C SW S AMF OF

Drug Testing and Treatment Program
 Coordinator
 Special Services Unit
 Board of Pardons and Paroles
 2 Northside 75, Suite 134
 Atlanta, GA 30318
 (404) 352-6486
 M
 O S AMF OF

Inmate Drug Screening
 Director of Substance Abuse Services
 Department of Corrections
 2 Martin Luther King, Jr. Drive, East Tower
 Atlanta, GA 30334
 (404) 656-5523
 M
 C L AMF OF

Fulton County Alcoholism and Treatment Center
 Director
 265 Boulevard, NE
 Atlanta, GA 30312
 (404) 730-1675
 D CTE
 R O S AMF

Intensive Supervision for Drug Offenders
 Community Programs Coordinator
 Department of Corrections
 2 Martin Luther King, Jr. Drive, East Tower
 Suite 954
 Atlanta, GA 30334
 (404) 656-4696
 CS M CTE
 O S AMF OF

Macon New Start Substance Abuse Program
 Director
 844 Second Street, Suite 2
 Macon, GA 31201
 (912) 741-8177
 P M CTE
 O L AMF

Oconee Substance Abuse Services
 Director of Outpatient Services
 P.O. Box 787
 Milledgeville, GA 31061
 (912) 453-5518
 D CTE
 R O S L AMF

Pineland Mental Health, Mental Retardation,
 and Substance Abuse Center
 Director
 P.O. Box 745
 Statesboro, GA 30458
 (912) 764-6306
 D CTE
 R O S AMF

Substance Abuse Training Program
 Superintendent
 Bostick Correctional Institution
 Hardwick, GA 31034
 (912) 453-4623
 CTE AS
 C R S AM OF

Intervention Strategies

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 OF = Only Drug-dependent Offenders

GUAM

Drug and Alcohol Unit
Supervisor
P.O. Box 9400
Tamuning, GU 96911
(671) 646-9261
M CTE
O S L AMF YO SF

HAWAII

Addiction Treatment Program
Program Supervisor
Department of Corrections
677 Ala Moana Boulevard, Suite 700
Honolulu, HI 96813
(808) 548-3630
CTE
C O S AM OF

Big Island Substance Abuse Council
Executive Director
70 Hilo Drive
Hilo, HI 96720
(808) 935-4927
CTE D M AS
R O L AMF

Castle Medical Center Alcoholism and
Addiction Program
Coordinator
29 Shipman Street, Suite 103
Hilo, HI 96720
(808) 935-3764
CTE
O S AMF

Drug Screening, Third Circuit
Social Worker III
60 Punahale Street
Hilo, HI 96720
(808) 961-7511
M
O L AMF OF

**Eureka House Salvation Army
Residential Treatment Program**

Director
3624 Waokanaka Street
Honolulu, HI 96817
(808) 595-6371
CTE D AS
R L AM

Family Friends Jail Counseling Program
Vice President for Program Development
4375 Puaole Street
Lihue, Kauai, HI 96766
(808) 245-5914
CTE AS
C L AM OF

Habilitat, Inc.
Director
P.O. Box 801
Kaneohe, HI 96744
(808) 235-3691
CTE AS
R L AMF YO

Hilo Counseling Center
Center Chief
37 Kekaulike Street
Hilo, HI 96720
(808) 935-3709
CTE AS
O L AMF

Hilo Transitional Services, Inc.
Executive Director
33 Waianuenue Avenue
Hilo, HI 96720
(808) 935-7233
CTE AS
R S AMF³

Infacility Day Treatment Program
Program Supervisor
Department of Corrections
677 Ala Moana Boulevard, Suite 700
Honolulu, HI 96813
(808) 548-3630
CTE AS
O S AM OF

Intervention Strategies

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OF = Only Drug-dependent Offenders

Intensive Supervision Project for Drug Offenders

Social Service Manager
 Adult Probation Division
 777 Punchbowl Street
 Honolulu, HI 96813
 (808) 548-7667
 CS M CTE
 O L AMF OF

On-Site Drug Testing
 Social Service Manager
 Adult Probation Division
 777 Punchbowl Street
 Honolulu, HI 96813
 (808) 548-7667
 M
 O L AMF OF

Purchase of Service Program
 Program Specialist
 Adult Probation Division
 777 Punchbowl Street
 Honolulu, HI 96813
 (808) 548-7667
 O⁴
 O S AMF OF

Substance Abuse Education Program
 Program Supervisor
 Department of Corrections
 677 Ala Moana Boulevard, Suite 700
 Honolulu, HI 96813
 (808) 548-3630
 CTE
 C S AMF OF

Women's Way Salvation Army
 Addiction Treatment Facility
 Director
 2950 Manoa Road, Cottage D
 Honolulu, HI 96822
 (808) 988-7088
 CTE AS
 R L AF

IDAHO

Gemhaven Residential Aftercare
 Executive Director
 2300 West Boise Avenue
 P.O. Box 5795
 Boise, ID 83705
 (208) 344-6338
 CTE M
 R O L AF

Port of Hope Centers
 Program Administrator
 415-425 2nd Avenue North
 Twin Falls, ID 83303
 (208) 376-3111
 D CTE M
 R O S L AMF

ILLINOIS

Corrections Substance Abuse Counseling Groups
 Chief, Mental Health Services
 Department of Corrections
 100 West Randolph Street, Suite 4-200
 Chicago, IL 60601
 (312) 917-3233
 CTE
 C SW L AMF OF

Corrections Substance Abuse Education Programs
 Coordinator, Substance Abuse Services
 Department of Corrections
 1301 Concordia Court
 P.O. Box 19277
 Springfield, IL 62794-9277
 (217) 522-2666
 CTE
 C SW S AMF OF

Dwight Correctional Center Therapeutic Community
 Assistant Director, Gateway, Inc.
 624 South Michigan Avenue
 Chicago, IL 60605
 (312) 663-1130
 CTE AS
 C R L AF OF

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Gateway Inc.
 Director of Prevention and Outpatient Services
 624 South Michigan Avenue
 Chicago, IL 60605
 (312) 663-1130
 CTE AS
 R S L AMF

TASC, Inc.
 Executive Director
 1500 North Halsted, 2nd Floor
 Chicago, IL 60622
 (312) 787-0208
 M
 O SW L AMF OF

INDIANA

Bradley House
 Director
 700 Pine Street
 Michigan City, IN 46360
 (219) 872-9139
 CTE
 R S AM OF

Council on Human Services
 Director
 402 East Spring Street
 New Albany, IN 46130
 (812) 948-2481
 D M CTE AS
 R O S L AMF

IOWA

Center for Alcohol and Drug Services
 Executive Director
 1523 South Fairmont Street
 Davenport, IA 52802
 (319) 322-2667
 D P CTE AS
 R O S L AMF YO

National Council on Alcoholism Central
 Assessment Center
 Executive Director
 218 6th Street
 706 Fleming Building
 Des Moines, IA 50309
 (515) 244-2297
 M
 O S AMF

KANSAS

ADAPT-I (Alcohol/Drug Addiction
 Primary Treatment Program)
 Kansas State Industrial Reformatory
 Coordinator
 P.O. Box 1568
 Hutchinson, KS 67501
 (316) 662-2321 ext. 508
 CTE M AS
 C S AM OF

ADAPT-II
 Kansas State Penitentiary
 Coordinator
 P.O. Box 2
 Lansing, KS 66043
 (913) 727-3235 ext. 459
 CTE M AS
 C S AM OF

Chemical Dependency Recovery Program,
 Larned State Security Hospital
 Program Director
 P.O. Box 89, Route 3
 Larned, KS 67550
 (316) 285-2131
 CTE AS
 H S AM OF

Mirror, Inc.
 Executive Director
 710 East 12th
 P.O. Box 711
 Newton, KS 67114
 (316) 283-6743
 CTE
 R L AM

Intervention Strategies

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 OF = Only Drug-dependent Offenders

Recovery Services Council
Executive Director
735 North Topeka
Wichita, KS 67214
(316) 265-8546
CTE AS
R S AM

KENTUCKY

Bluegrass Comprehensive Care Center
Director
201 Mechanic Street
Lexington, KY 40507
(606) 233-0444
D CTE
R O L AMF

Jefferson Alcohol and Drug Abuse Center
Director
600 South Preston Street
Louisville, KY 40202
(502) 583-3951
D CTE AS M
R O S AMF

Jefferson County Drug Testing and
Treatment Program
Director
125 South 7th Street
Louisville, KY 40202
(502) 568-6648
M CTE AS
O L AMF

STOP (Surveillance and Treatment on
Probation) Program
Director
201 Mechanic Street
Lexington, KY 40507
(606) 233-0444
M CS CTE
O L AMF OF

MAINE

Affiliated Chemical Dependency Services
Chief Operating Officer
489 State Street
Bangor, ME 04401
(207) 942-1718
CTE M
O S AMF

Arnie Hansen Center
Director
65 India Street
Portland, ME 04101
(207) 871-7452
D CTE
R S AMF

Aroostook Mental Health Center
Director, Substance Abuse Services
1 Vaughn Place
P.O. Box 1018
Caribou, ME 04736
(207) 498-6431
CTE
O S AMF

Community Alcohol Services
Administrator
Old Granite Inn
P.O. Box 509
Rockland, ME 04841
(207) 594-2176
CTE
O L AMF

Crisis and Counseling Centers
Executive Director
79 Sewell Street
Augusta, ME 04330
(207) 626-3448
CTE AS
O L AMF

Crossroads for Women
Executive Director
114 Main Street
South Windham, ME 04062
(207) 892-2192
CTE D
R S AF

Intervention Strategies

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OF = Only Drug-dependent Offenders

Evodia House
Director
79 Allen Avenue
Portland, ME 04101
(207) 871-7458
CTE AS
R L AF

Kennebec Valley Regional Health Agency
Program Administrator
8 Highwood Street
P.O. Box 728
Waterville, ME 04901
(207) 873-1127
CTE
O S AMF

St. Francis House
Director
88 Third Street
Auburn, ME 04210
(207) 784-2011
CTE AS
R L AM

Serenity House
Director
30 Mellen Street
Portland, ME 04101
(207) 774-2722
CTE AS
R O L AM

Wellspring, Inc.
Executive Director
98 Cumberland Street
Bangor, ME 04401
(207) 941-1600
CTE AS
R O S AMF

MARYLAND

Junction Bridge
Executive Director
P.O. Box 395
Sykesville, MD 21784
(301) 781-4976 or 6212
CTE
C S AMF OF

Man Alive Research, Inc.
Executive Director
2100 North Charles Street
Baltimore, MD 21218
(301) 837-4292
P CTE M
O L AMF

Maryland Correctional Institution for
Women-Medical Unit
Administrator
P.O. Box 535
Jessup, MD 20794
(301) 799-5550
D
C R S AF OF

Montgomery County Pre-Release Center
Director of Community Corrections
11651 Nebel Street
Rockville, MD 20850
(301) 468-4200
CTE M AS
C R L AMF OF

Social Work and Addictions
Program Director
Division of Corrections
6776 Reistertown Road
Baltimore, MD 21215
(301) 764-4120
CTE
C SW S AMF OF

MASSACHUSETTS

Another Chance
Director
567 Salem End Road
Framingham, MA 01701
(508) 872-4774 or 4871
CTE AS
R L AF OF

Beacon Programs
Director
60 Wells Street
Greenfield, MA 01301
(413) 772-6388
CTE AS
C O L AM OF

Intervention Strategies

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Berkshire Correctional Services, Inc.
Human Services Director
264 Second Street
Pittsfield, MA 01201
(413) 499-0220
CTE AS
O L AMF OF

Ethos III
Criminal Justice Counselor
756 State Street
Springfield, MA 01109
(413) 737-8523
CTE AS
C O L AM OF

Faith House
Director
142 Burncoat Street
Worcester, MA 01606
(508) 853-9496
CTE AS
R L AF

FIRST (For Individuals Recovering-Sound Thinking)
Director of Outpatient Services
34 Intervale Street
Boston, MA 02121
(617) 445-5230
CTE M
R O L AMF

Gandara Center
Assistant Executive Director,
Substance Abuse Services
2155 Main Street
Springfield, MA 01107
(413) 736-8328
CTE AS
C O L AMF OF

Project Rap, Inc.
Director, Substance Abuse Services
202 Rantoul Street
Beverly, MA 01915
(508) 927-4506
CTE AS
R O L AMF

Prospect House, Inc.
Director
100 Lancaster Street
Worcester, MA 01609
(508) 755-8990
CTE AS
R L AF

Right Turn Substance Abuse Intervention Program
President, Valle Management Associates, Inc.
183 North Common Street
Lynn, MA 01905
(617) 596-2224
CTE AS
C L AM OF

Serenity House
Executive Director
P.O. Box 611
Natick, MA 01760
(508) 655-7774
CTE AS
R L AF

Social Justice for Women
Director
Neil Houston House
34 Dimock Street
Roxbury, MA 02119
(617) 445-3066 or 3162
CTE O⁵ AS
R L AF OF

Span
Executive Director
110 Arlington Street
Boston, MA 02116
(617) 423-0750
CTE AS
C O L AMF OF

Spectrum House
Vice President
155 Oak Street
P.O. Box 562
Westboro, MA 01581
(508) 366-5202
CTE AS
R L AMF OF

Intervention Strategies

D = Detoxification
P = Pharmacological
M = Monitoring
CS = Community Supervision
CTE = Counseling, Therapy, Education
AS = Auxiliary Services
O = Other

Setting

C = Correctional
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Client Population

AM = Adult Male
AF = Adult Female
AMF = Adult Male and Female
YO = Youthful Offender
OF = Only Drug-dependent Offenders

Team Coordinating Agency
 Program Director
 350 Main Street
 P.O. Box 844
 Haverhill, MA 01830
 (508) 373-1181
 CTE
 O L AMF

MICHIGAN

Boniface Community Action Cooperation
 Executive Director
 25050 West Outer Drive, Suite 201
 Lincoln Park, MI 48146
 (313) 728-8940
 CTE
 C O L AMF OF

Community Recovery Services
 Program Manager
 801 South Saginaw Street
 Phoenix Building, Suite 305
 Flint, MI 48502
 (313) 238-2068
 CTE AS
 O L AMF OF

RAP (Resident's Awareness Program), Inc.
 Chief Executive Officer
 1435 North Oakland Boulevard
 Pontiac, MI 48054
 (313) 666-2722
 CTE M AS
 R O S L AMF YO

MINNESOTA

Atlantis
 Minnesota Correctional Facility-Stillwater
 Unit Director
 P.O. Box 55
 Stillwater, MN 55082
 (612) 779-2760
 CTE
 C L AM OF

Kenny Therapeutic Community
 Minnesota Correctional Facility-Lino Lakes
 Program Director
 7525 4th Avenue
 Lino Lakes, MN 55014
 (612) 780-6130
 CTE
 C R L AM OF

Mesabi Work Release
 Executive Director, Duluth Bethel Society
 23 Mesabi Avenue
 Duluth, MN 55806
 (218) 727-7415
 CTE M
 R S AM OF

Minnesota Correctional Facility-Oak Park Heights
 Treatment Unit Program Director
 P.O. Box 10
 Stillwater, MN 55082
 (612) 779-1422
 CTE
 C R L AM OF

Minnesota Correctional Facility-Red Wing
 Program Director
 1079 Highway 292
 Red Wing, MN 55066
 (612) 388-7154
 CTE
 C L AM OF

Minnesota Correctional Facility-Shakopee
 Chemical Dependency Director
 1010 West 6th Street
 P.O. Box 7
 Shakopee, MN 55379
 (612) 496-4417
 CTE AS
 C L AF OF

Reshape
 Minnesota Correctional Facility-St. Cloud
 Associate Superintendent
 P.O. Box B
 St. Cloud, MN 56302
 (612) 255-5000
 CTE O⁶
 C R L AM OF

Intervention Strategies

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 YO = Youthful Offender
 OF = Only Drug-dependent Offenders

Scott County Jail Program
Program Director
Jail Annex
17706 Valley View Drive
Jordan, MN 55352
(612) 492-3200
CTE M AS
C S AM OF

Willow River Camp
Senior Corrections Agent
Willow River, MN 55795
(218) 372-3101
CTE
C L AM OF

MISSISSIPPI

Alcohol and Drug Abuse Programs
Director, Alcohol/Drug Abuse
Department of Corrections
P.O. Drawer C
Parchman, MS 38738
(601) 745-6611
CTE M AS
C R O SW S L AMF OF

MISSOURI

Substance Abuse Treatment Program
Algoa Correctional Center
Substance Abuse Counselor III
P.O. Box 538
Jefferson City, MO 65102
(314) 751-3911
CTE AS
C S YO OF

Substance Abuse Treatment Program
Boonville Correctional Center
Substance Abuse Counselor III
P.O. Box 379
Boonville, MO 65233
(816) 882-6521
CTE AS
C S AM OF

Tipton Treatment Center
Chief Treatment Psychologist
P.O. Box 599
Tipton, MO 65018
(314) 751-2389
CTE M
C R L AM OF

Violator Center
Chairman, Board of Probation and Parole
Kansas City Community Center
1514 Campbell Street
Kansas, MO 64108
(314) 751-2389
CTE AS
R L AMF OF

MONTANA

Intensive Supervision
Field Services Supervisor
Community Corrections Bureau
Department of Institutions
1539 11th Avenue
Helena, MT 59620-1301
(406) 444-4913
CS M CTE
O SW L AMF OF

Life Skills Pre-Release Center
Program Director
304 West Broadway
Missoula, MT 59802
(406) 728-5610
CTE M
C R L AM OF

Outpatient Chemical Dependency
Services-Intensive Treatment Unit
Director
Montana State Prison
500 Conley Lake Road
Deerlodge, MT 59722
(406) 846-1320 ext. 2236
CTE M AS
C L AM YO OF

Intervention Strategies

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YO = Youthful Offender
OF = Only Drug-dependent Offenders

NEBRASKA

Inpatient Substance Abuse Program
 Director of Mental Health
 Lincoln Correctional Center
 P.O. Box 2800
 Lincoln, NE 68502
 (402) 471-2861 ext. 128
 CTE M AS
 C R S AM OF

NEVADA

Adapt
 Executive Director
 1055 East Tropicana, Suite 690
 Las Vegas, NV 89119
 (702) 736-3838
 CTE
 O S AMF

Addiction Treatment Clinic
 Supervisor
 625 Shadow Lane
 Las Vegas, NV 89127
 (702) 383-1347
 P M CTE AS
 O L AMF

Care Unit Hospital
 Administrator
 5100 West Sahara Avenue
 Las Vegas, NV 89102
 (702) 362-8404
 CTE AS
 H O S AMF

Churchill Council
 Program Administrator
 90 North Maine Street
 Fallon, NV 89406
 (702) 423-1412
 CTE AS
 O S AMF

Community Addiction Clinic
 Executive Director
 625 Fairview Drive, Suite 116
 Carson City, NV 89701
 (702) 882-3945
 CTE AS
 O L AMF

Keystone East Program
 Program Director, Chemical Dependency Services
 St. Mary's Hospital
 235 West 6th Street
 Reno, NV 89520
 (702) 322-5050
 D CTE
 H R S AMF

Lyon County Outpatient
 Program Director
 26 Nevin Way
 Yerington, NV 89447
 (702) 463-2656
 CTE
 O L AMF

Mineral County Council on Alcohol and Drug Abuse
 Director
 407 Sierra Way
 P.O. Box 1917
 Hawthorne, NV 89415
 (702) 945-2363
 CTE AS
 O L AMF

Nevada Treatment Center
 Executive Director
 1721 East Charleston
 P.O. Box 85-224
 Las Vegas, NV 89104
 (702) 382-4226
 P M CTE AS O⁷
 O S AMF

Northern Area Substance Abuse Council
 Executive Director
 320 Flint Street
 Reno, NV 89501
 (702) 786-6563
 D CTE
 R O S AMF

Intervention Strategies

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Reality House
Director
522 West Washington Street
Las Vegas, NV 89106
(702) 648-0663
CTE AS
R O S AMF

St. Mary's Outpatient
Program Director
235 West 6th Street
Reno, NV 89520
(702) 322-5050
CTE
O S AMF

Silver Sage
Services Coordinator
40 West 4th Street
Winnemucca, NV 89445
(702) 623-3626
CTE
O L AMF

Tri-County Counseling
Director
1802 North Carson Street, Suite 210
Carson City, NV 89701
(702) 883-2720
CTE AS
O L AMF

University Health Professionals
Program Director
941 North Virginia Street
Reno, NV 89503
(702) 323-0351
CTE
R O S AMF

Vitality Center
Executive Director
3740 East Idaho Street
P.O. Box 2580
Elko, NV 89801
(702) 738-8004
D CTE AS
R O S L AMF

Westcare
President
401 South Highland
Las Vegas, NV 89106
(702) 385-2020
D CTE AS
R O S L AMF

NEW HAMPSHIRE

Headrest
Director of Development
14 Church Street
P.O. Box 221
Lebanon, NH 03766
(603) 448-4872
CTE D
R O S AMF

Marathon House, Inc.
Associate Clinical Director
P.O. Box 319
Dublin, NH 03444
(603) 563-8501
M CTE AS
R O S L AMF

Southeastern New Hampshire Services Program
Area Coordinator
50 Chestnut Street
P.O. Box 978
Dover, NH 03820
(603) 749-3981
CTE D AS
R O S L AMF

NEW JERSEY

Mutual Agreement Program
Coordinator
Department of Corrections
Whittlesey Road, CN 863
Trenton, NJ 08625
(609) 984-6109
CTE M AS
C R SW L AMF OF

Intervention Strategies

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OF = Only Drug-dependent Offenders

Substance Abuse Awareness Program
 Social Service Supervisor
 Edna Mahan Correctional Facility for Women
 Clinton, NJ 08809
 (201) 735-7111
 CTE AS
 C L AF OF

NEW MEXICO

Institutional Groups and Programs
 Health Program Manager, Mental Health Division
 Corrections Department
 1422 Paseo de Peralta
 Santa Fe, NM 87503
 (505) 827-8669
 CTE AS
 C SW S L AM OF

Substance Abuse Project
 Program Director
 Corrections Department
 1422 Paseo de Peralta
 Santa Fe, NM 87503
 (505) 827-4382
 CTE P CS
 C SW R O L AM OF

University of New Mexico Alcohol and
 Drug Treatment Program
 Project Coordinator
 2350 Alamo SE
 Albuquerque, NM 87106
 (505) 247-9881
 D P CTE M AS
 R O L AMF

NEW YORK

Access
 Coordinator, Criminal Justice Services
 State Division of Substance Abuse Services
 55 West 125th Street
 New York, NY 10027
 (212) 870-8328
 O⁸
 O SW S AMF OF

ASAT (Alcohol and Substance Abuse
 Treatment) Program
 Director
 State Department of Correctional Services
 State Office Campus, Building #2
 Albany, NY 12226
 (518) 432-2896
 CTE M AS
 C SW S L AMF OF

Court Referral Program
 Coordinator, Criminal Justice Services
 State Division of Substance Abuse Services
 55 West 125th Street
 New York, NY 10027
 (212) 870-8328
 O⁹
 O S AMF OF

Differential Supervision
 Director of Operations
 State Division of Parole
 97 Central Avenue
 Albany, NY 12206
 (518) 473-5574
 CS M
 O SW L AMF OF

Forensic Comprehensive Outpatient Center
 Executive Director
 36 Delaware Street
 Tonawanda, NY 14150
 (716) 694-0100
 CTE AS O
 O L AMF¹⁰ OF

Forensic Mental Health Institute
 Chairman
 Route 291
 P.O. Box 354
 Marcy, NY 13403
 (315) 798-5870
 O¹¹
 O S AMF YO OF

Intervention Strategies

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Intensive Supervision Project
 Coordinator, Criminal Justice Services
 State Division of Substance Abuse Services
 55 West 125th Street
 New York, NY 10027
 (212) 870-8328
 CS CTE M
 O SW S AMF OF

Mental Health Alternatives to Incarceration
 Program Specialist
 Bureau of Forensic Services
 New York State Office of Mental Health
 44 Holland Avenue
 Albany, NY 12229
 (518) 474-7275
 CTE M O¹²
 O L AMF OF

New York City Parole Clinic
 Unit Chief
 314 West 40th Street, 5th Floor
 New York, NY 10018
 (212) 239-5181
 CTE O¹³
 O L AMF OF

KEEP (Key Extended Entry Program)
 Riker's Island
 Substance Abuse Specialist
 State Division of Substance Abuse Services
 55 West 125th Street
 New York, NY 10027
 (212) 870-8450
 P M CTE AS
 C O L AMF OF

Shock Incarceration
 Director of Operations
 State Division of Parole
 97 Central Avenue
 Albany, NY 12206
 (518) 473-5574
 CTE AS CS M
 C R O SW L AMF YO OF

Stay'n Out
 Assistant Director
 New York Therapeutic Communities, Inc.
 500 8th Avenue, Suite 801
 New York, NY 10018
 (212) 971-6033
 CTE AS
 C R SW L AMF OF

TASC
 Administrator
 Westchester County Department of
 Community Mental Health
 112 East Post Road
 White Plains, NY 10601
 (914) 285-5255
 M
 O L AMF OF

Transition Facilities
 Director of Operations
 State Division of Parole
 97 Central Avenue
 Albany, NY 12206
 (518) 473-5574
 CTE AS
 R SW L AMF OF

NORTH CAROLINA

DART (Drug/Alcohol Recovery Treatment)
 Program Manager
 214 West Jones Street
 Raleigh, NC 27603-1337
 (919) 733-4926
 CTE M
 C R S AM OF

NORTH DAKOTA

Centre, Inc.
 Director
 109 South 9th Street
 Fargo, ND 58103
 (701) 237-9340
 CTE M AS
 R S AMF

Intervention Strategies

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North Dakota State Penitentiary Treatment Programs

Director
P.O. Box 5521
Bismarck, ND 58502-5521
(701) 221-6110
CTE M AS
C L AMF OF

OHIO

First Step
Substance Abuse Coordinator
Allen Correctional Institution
P.O. Box 4501
Lima, OH 45802-4571
(419) 224-8000
CTE
C S AM OF

GROWTH (Growing Recovery of Women Together in Harmony)

Substance Abuse Coordinator
Ohio Reformatory for Women
1479 Collins Avenue
Marysville, OH 43040
(513) 642-1065
CTE AS
C R S AF OF

Innervisions

Substance Abuse Coordinator
Ohio State Reformatory
P.O. Box 788
Mansfield, OH 44901
(419) 526-2000
CTE M
C S AM OF

Lima Residential Treatment Unit

Substance Abuse Coordinator
Lima Correctional Institution
P.O. Box 4571
Lima, OH 45802
(419) 225-8060
CTE
C R S AM OF

Living Free Residential Substance Abuse Program

Substance Abuse Coordinator
Orient Correctional Institution
P.O. Box 511
Columbus, OH 43216
(614) 877-4367
CTE M
C R S AM OF

Phoenix Program

Substance Abuse Coordinator
Ross Correctional Institution
16149 State Route 104 North
P.O. Box 7010
Chillicothe, OH 45601
(614) 774-4182
CTE
C R L AM OF

Substance Abuse Group

Counselor
Northeast Pre-Release Center
2675 East 30th Street
Cleveland, OH 44101
(216) 771-6460
CTE AS
C L AM OF

OKLAHOMA**Chemical Abuse Program**

Psychologist
McAlester Community Treatment Center
P.O. Box 1246
McAlester, OK 74502
(918) 423-7992
CT
C S AM OF

New Beginnings

Psychologist
Mabel Bassett Correctional Center
3300 Martin Luther King, Jr. Avenue
Oklahoma City, OK 73111
(405) 425-2900
CTE AS
C R L AF OF

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OREGON

Allied Health Care
Medical Director
808 SW Alder Street
Portland, OR 97205
(503) 226-2203
P CTE M AS
O L AMF

Bridgeway
Director
2550 Coral Avenue, NE
Salem, OR 97303
(503) 363-2021
CTE M
O L AMF

CODA (Comprehensive Options for Drug Abusers)
Director of Development
305 NE 20th Avenue
Portland, OR 97232
(503) 239-8400
CTE M AS
C R O S L AMF

Cornerstone Alcohol and Drug Program
Program Director
Oregon State Hospital
2600 Center Street, NE
Salem, OR 97310
(503) 378-5491
CTE M AS
C R L AMF OF

CITS (Correctional Institutional
Treatment Services)
Director
Department of Corrections
2600 Center Street, NE
Salem, OR 97310
(503) 378-2348
CTE
C SW L AMF OF

Marion County Drug Treatment
Alcohol and Drug Manager
3180 Center Street, NE, Room 225
Salem, OR 97310
(503) 588-5358
P M CTE
O L AMF

TASC of Oregon, Inc.
Executive Director
1727 NE 13th
Portland, OR 97212
(503) 281-0037
M CTE AS
O L AMF OF

White Oaks
Director
3750 Lancaster Drive, NE
P.O. Box 12685
Salem, OR 97309
(503) 585-6278
D M CTE
R O S L AMF

PENNSYLVANIA

Chemical Abuse Department
Classification and Treatment Manager
State Correctional Institution at Camp Hill
P.O. Box 200
Camp Hill, PA 17011
(717) 737-4531 ext. 4410
CTE
C R O L AM OF

Congresso
Executive Director
704 West Girard Avenue
Philadelphia, PA 19123
(215) 625-0550
CTE AS
O L AMF

Counseling Service, Inc.
Director
441 North Spring Street
Bellefonte, PA 16823
(814) 355-5541
CTE
O L AMF OF

Intervention Strategies

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Gaudenzia House
Executive Director
39 East Schoolhouse Lane
Philadelphia, PA 19144
(215) 849-7200
CTE M AS
R O S L AMF YO

Giuffre Medical Center
Senior Vice President, Operations
8th and Girard Avenue
Philadelphia, PA 19122
(215) 787-2283
D P CTE M AS
H R O L AMF

Interim House
Program Director
333 West Upsal Street
Philadelphia, PA 19119
(215) 849-4606
CTE M AS
R L AF

Northwest Center Substance Abuse Unit
Director
21 East School House Lane
Philadelphia, PA 19144
(215) 843-5400
CTE M
O L AMF

Special Intensive Supervision Project
Executive Assistant
Board of Probation and Parole
3101 North Front Street
P.O. Box 1661
Harrisburg, PA 17105-1661
(717) 787-6208
CS M CTE AS
O SW L AMF OF

Tallyrand Retreat
Director
R.D. #5
Bellefonte, PA 16823
(814) 355-1057
CTE M AS
R L AMF

PUERTO RICO

Community Programs
Director of Community Programs
Administration of Correction
G.P.O. Call Box 71308
San Juan, PR 00936
(809) 766-4700 ext. 335-336
CS M
O SW L AMF

Division of Chemotherapy (Methadone) Treatment
Program Director
Department of Anti-Addiction Services
P.O. Box 21414, Rio Piedras Station
Rio Piedras, PR 00928-1414
(809) 763-7575 ext. 2342
P CTE AS
O SW L AMF SF

Division of Drug Free Outpatient
Treatment for Adults
Program Director
Department of Anti-Addiction Services
P.O. Box 21414, Rio Piedras Station
Rio Piedras, PR 00928-1414
(809) 763-7575 ext. 2347
CTE M
O SW L AMF

Division of Drug Free Residential
Treatment for Adults
Program Director
Department of Anti-Addiction Services
P.O. Box 21414, Rio Piedras Station
Rio Piedras, PR 00928-1414
(809) 763-7575 ext. 2306
CTE M AS
R SW L AM SF

Division of Drug Treatment in Penal Institutions
Program Director, Psychosocial
Treatment in Penal Institutions
Department of Anti-Addiction Services
P.O. Box 21414, Rio Piedras Station
Rio Piedras, PR 00928-1414
(809) 763-7575 ext. 2332
D M CTE
C R SW L AM OF

Intervention Strategies

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YO = Youthful Offender
OF = Only Drug-dependent Offenders

Division of Evaluation, Detoxification
and Stabilization Centers
Assistant Secretary, Drug Treatment Secretariat
Department of Anti-Addiction Services
P.O. Box 21414, Rio Piedras Station
Rio Piedras, PR 00928-1414
(809) 763-7575 ext. 2304
D CTE
R S W O S A M F S F

Penal Institution Program
Program Director
Administration of Correction
G.P.O. Call Box 71308
San Juan, PR 00936
(809) 766-4700 ext. 345
AS
C S W L A M F O F

RHODE ISLAND

Marathon, Inc.
President
131 Wayland Avenue
Providence, RI 02906
(401) 331-4250
CTE AS
R O S L A M F S F

TASC
Program Coordinator
Division of Substance Abuse
Louis Pasteur Building
P.O. Box 20363
Cranston, RI 02920
(401) 464-2381
M
O L A M F Y O F

SOUTH CAROLINA

Anderson/Oconee Commission on
Alcohol and Drug Abuse
Treatment Director
212 South Main Street
Anderson, SC 29624
(803) 260-4160
D CTE
R O S L A M F Y O

Charleston County Substance Abuse Commission
Director, Community-Based Services
P.O. Box 2635
Charleston, SC 29403
(803) 723-7212
D P CTE M
R O S L A M F Y O

Florence County Commission on
Alcohol and Drug Abuse
Assistant Director, Community-Based Services
601 Gregg Avenue
Florence, SC 29502
(803) 665-9349
D CTE M
R O S L A M F

Lexington/Richland Alcohol and Drug Abuse Council
Executive Director
P.O. Box 50597
Columbia, SC 29250
(803) 256-3100
D CTE AS M
R O S A M F Y O

Morris Village Furlough Treatment Program
Chief, Special Programs Branch
Department of Corrections
4444 Broad River Road
P.O. Box 21787
Columbia, SC 29221
(803) 737-8558
CTE AS
C R S A M F Y O

Offender-Based Intervention Program
Program Manager
Commission on Alcohol and Drug Abuse
3700 Forest Drive
Columbia, SC 29204
(803) 734-9549
O¹⁴
O S W L A M F Y O F

Intervention Strategies

D = Detoxification
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OF = Only Drug-dependent Offenders

Residential Addictive Treatment Unit
 Chief, Special Programs Branch
 Department of Corrections
 4444 Broad River Road
 P.O. Box 21787
 Columbia, SC 29221
 (803) 737-8558
 CTE M AS
 C R S AMF YO OF

Social Work Services
 Chief, Social Work Services
 Department of Corrections
 4444 Broad River Road
 P.O. Box 21787
 Columbia, SC 29221
 (803) 737-8558
 CTE AS
 C S W S AMF YO OF

York County Council on Alcohol and Drug Abuse
 Treatment Director
 P.O. Box 4437
 Rock Hill, SC 29731-4437
 (803) 324-1800
 D CTE M
 R O S AMF YO

SOUTH DAKOTA

Chemical Dependency Awareness Program
 Supervisor
 South Dakota Penitentiary
 P.O. Box 911
 Sioux Falls, SD 57117-0911
 (605) 339-6600
 CTE AS M
 C S AM OF

Chemical Dependency Awareness Program
 Supervisor
 Springfield Correctional Facility
 P.O. Box 322
 Springfield, SD 57062-0322
 (605) 369-2201
 CTE M AS
 C S AMF OF

Human Services Center
 Director
 P.O. Box 76
 Yankton, SD 57078-0076
 (605) 668-3280
 CTE M AS
 R S AMF

Keystone Treatment Program
 Executive Director
 1010 East 2nd Street
 Canton, SD 57013
 (605) 335-7711
 CTE D M
 R S AMF YO

TENNESSEE

Chattanooga Community Service Center
 Mental Health Specialist
 815 North Hickory Street
 Chattanooga, TN 37404
 (615) 634-3189 ext. 45
 CTE M AS
 C S AMF OF

Knoxville Community Service Center
 Correctional Counseling Manager
 3735 Riverside Drive
 Knoxville, TN 37914
 (615) 594-6394
 CTE
 C S AM OF

Nashville Community Service Center
 Correctional Counseling Manager
 7466 Centennial Boulevard
 Nashville, TN 37219-5260
 (615) 741-6587
 CTE M AS
 C S AM OF

Intervention Strategies

D = Detoxification
 P = Pharmacological
 M = Monitoring
 CS = Community Supervision
 CTE = Counseling, Therapy, Education
 AS = Auxiliary Services
 O = Other

Setting

C = Correctional
 H = Hospital
 R = Residential
 O = Outpatient
 SW = Statewide Program

Duration

S = Short-term
 L = Long-term

Client Population

AM = Adult Male
 AF = Adult Female
 AMF = Adult Male and Female
 YO = Youthful Offender
 OF = Only Drug-dependent Offenders

TEXAS

Substance Abuse Treatment Program
for Incarcerated Offenders
Administrator
Department of Corrections
P.O. Box 99
Huntsville, TX 77340
(409) 294-2393
CTE
C S W L AMF OF

UTAH

Alcoholism Counseling and Recovery House Program
Executive Director
375 South 300 West
P.O. Box 1500
Salt Lake City, UT 84110
(801) 328-8515
CTE M AS
R L AMF

Davis County Alcohol and Drug
Program Administrator
2250 Worth 1700 West
Layton, UT 84041
(801) 773-8818
CTE D M AS
R L AMF

Odyssey House of Utah
Program Director, Adult Services
68 South 600 East
Salt Lake City, UT 84102
(801) 322-1001
CTE M AS O
R S AMF YO OF

Salt Lake Valley Mental Health
Unit Director
231 East 400 South
Salt Lake City, UT 84111
(801) 538-2057
CTE M
O S AMF OF

Utah State Prison Substance Abuse Program
Clinical Director
P.O. Box 250
Draper, UT 84020
(801) 571-2300
CTE AS
C L AMF OF

Weber County Human Services
Director
2650 Lincoln Avenue
Ogden, UT 84401
(801) 625-3650
D P CTE M AS
R O S L AMF

VERMONT

Alcohol and Drug Program
Assistant Superintendent
Woodstock Community Correctional Center
62 Pleasant Street
Woodstock, VT 05091
(802) 457-2310
CTE AS M
C L AM OF

Alcohol and Drug Services
Rutland Community Correctional Center
Managing Director, Evergreen Center
for Alcohol and Drug Services
230 West Street
Rutland, VT 05701
(802) 775-4388
CTE AS
C S AM OF

Alcohol and Other Drug Treatment Services
Assistant Superintendent
Northwest State Correctional Facility
R.F.D. 1, Box 279-1
Swanton, VT 05488
(802) 524-6771
CTE AS
C L AM OF

Intervention Strategies

D = Detoxification
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OF = Only Drug-dependent Offenders

Alcohol Treatment Unit
 Assistant Superintendent
 Chittenden Community Correctional Center
 7 Farrell Street
 South Burlington, VT 05403
 (802) 863-7356
 CTE AS
 C R O S L AMF OF

Human Resource and Education Services
 Assistant Superintendent
 St. Johnsbury Community Correctional Center
 R.F.D. 3, Route 5 South
 St. Johnsbury, VT 05819
 (802) 748-8151
 CTE
 C L AM OF

Substance Abuse Treatment
 Assistant Superintendent
 Windsor Correctional Facility
 P.O. Box 679
 Windsor, VT 05089
 (802) 674-6717
 CTE AS
 C S AM OF

VIRGINIA

Richmond Community Services Board TASC
 Director
 The Mosque, Room 404
 804 West Main Street
 Richmond, VA 23220
 (804) 649-7673
 M
 O L AMF YO

VIRGIN ISLANDS

COAST (Council on Alcoholism St. Thomas/St. John)
 Executive Director
 P.O. Box 380
 St. Thomas, VI 00804
 (809) 774-4358
 CTE
 R L AM SF

Substance Abuse Services
 Clinical Services Administrator
 Mental Health, Alcoholism, and Drug
 Dependency Services
 Knud Hansen Complex
 St. Thomas, VI 00802
 (809) 774-7265
 CTE AS
 O L AMF SF

WASHINGTON

ADATSA (Alcohol and Drug Addiction
 Treatment Support Act) Program
 Director, Division of Alcoholism and Substance Abuse
 Mail Stop OB - 21W
 Olympia, WA 98504
 (206) 753-5866
 CTE AS M
 R O SW L AMF

Community Surveillance of Drug Offenders
 Community Corrections Supervisor
 100 Prefontaine Place South
 Seattle, WA 98101
 (206) 464-7921
 CS M
 O L AMF OF

Omni
 Director of Services
 401 South 5th Avenue
 Yakima, WA 98902
 (509) 299-2385
 CTE
 C SW L AMF OF

Substance Abuse Program
 Program Manager
 Department of Corrections
 P.O. Box 777
 Monroe, WA 98272
 (206) 794-2600
 CTE AS
 C SW S AMF OF

Intervention Strategies

D = Detoxification
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STOP (Social Treatment Opportunities Program)

Program Coordinator
1107 West Harrison Street
P.O. Box 10238
Olympia, WA 98502
(206) 754-3861
CTE
C SW S AMF OF

WEST VIRGINIA

Aladrue II
Director of Programs
Department of Corrections
112 California Avenue, Room 300
Charleston, WV 25305
(304) 348-2037
CTE M AS
C SW S AMF YO OF

Alpha Chemical Treatment Unit
Program Supervisor
Marion Health Care Hospital
401 Guffer Street
Fairmont, WV 26554
(304) 363-2500
CTE M AS
H R S AMF

Fusion House
Director, Weston State Hospital
P.O. Box 191
Weston, WV 26452
(304) 269-1210 ext. 277
CTE D M AS
H R S AMF

General Special Services
Director of Programs
Department of Corrections
112 California Avenue, Room 300
Charleston, WV 25305
(304) 348-2037
CTE AS
C SW S AMF YO OF

Huntington Substance Abuse Treatment Unit

Director, Substance Abuse Unit
Huntington State Hospital
P.O. Box 448
Huntington, WV 25709
(304) 525-7801
CTE D M AS
H R S AMF

Shawnee Hills Rehabilitation Unit

Substance Abuse Coordinator
Shawnee Hills Mental Health/Mental
Retardation Center
705 South Park Road
Charleston, WV 25304
(304) 341-0320
CTE M AS
R L AMF

Threshold
Substance Abuse Coordinator
705 South Park Road
Charleston, WV 25304
(304) 341-0320
CTE D M AS
R S AMF

Work Release Services
Director of Programs
Department of Corrections
112 California Avenue, Room 300
Charleston, WV 25305
(304) 348-2037
CTE AS
C SW S AMF OF

WISCONSIN

Alcohol and Drug Treatment Education Program
Supervisor, Social Services Section
Oakhill Correctional Institution
P.O. Box 238
Oregon, WI 53575-0238
(608) 835-5731
CTE
C S OF

Intervention Strategies

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AMF = Adult Male and Female
YO = Youthful Offender
OF = Only Drug-dependent Offenders

Ascent Program
Program Coordinator
3500 North Sherman Boulevard
Milwaukee, WI 53210
(414) 444-1330
CTE AS
O L AF OF

The Beloit Project
Director, Adult Services
Rock Valley Correctional Programs
431 Olympian Boulevard
P.O. Box 932
Beloit, WI 53511
(608) 362-7803
CTE AS
O L AMF OF

Day Treatment Program
Program Director, Tellurian, Inc.
300 Femrite Drive
Madison, WI 53716
(608) 222-7311
CTE AS
O L AMF OF

DARE (Drug and Alcohol Rehabilitation Effort)
Director
2930 North 25th Street
Milwaukee, WI 53206
(414) 449-0168
CTE AS
O L AM OF

Drug Treatment Services
South Area Director
5900 7th Avenue
Kenosha, WI 53140
(414) 654-2709
CTE AS
O S AMF OF

Excelsior House
Supervisor
Drug Abuse Correctional Center
P.O. Box 36
Winnebago, WI 54985-0036
(414) 236-2701
CTE
C R L AM OF

Institutional Drug Testing
Supervisor, Drug and Alcohol Section
Division of Corrections
1 West Wilson Street
P.O. Box 7925
Madison, WI 53707
(608) 266-8268
M CTE
C L SW AMF OF

Specialized Drug Agents
Supervisor, Drug and Alcohol Section
Division of Corrections
1 West Wilson Street
P.O. Box 7925
Madison, WI 53707
(608) 266-8268
CS M
O SW L AMF OF

Women and Chemicals
Program Director
Taycheedah Correctional Institution
971 Highway K
Taycheedah, WI 54935-9804
(414) 929-3800
CTE
C S AF OF

WYOMING

Drug and Alcohol Treatment Programs
Program Director
Wyoming State Penitentiary
P.O. Box 400
Rawlins, WY 82301
(307) 328-1441 ext. 328
CTE AS
C S L AM OF

Intervention Strategies

D = Detoxification
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AMF = Adult Male and Female
YO = Youthful Offender
OF = Only Drug-dependent Offenders

NOTES

1. Community Service
2. Medical Evaluations
3. Dually diagnosed clientele: mental health and substance abuse
4. Screening and referral
5. Treatment for pregnant women, medical care for newborns
6. Day treatment
7. Cocaine treatment program
8. Screening and referral
9. Screening and referral
10. Serves dually diagnosed clients: psychiatric and drug dependent
11. Screening and referral; advocacy for clients with a mental health disorder and drug dependency
12. Advocacy for clients with a mental health disorder and drug dependency
13. Advocacy for mentally ill parolees
14. Screening and referral

APPENDIX A
RESOURCE LIST

RESOURCE LIST

NATIONAL CLEARINGHOUSES

National Criminal Justice Reference Service
(NCJRS)

P.O. Box 6000
Rockville, MD 20850
(301) 251-5500 or (800) 851-3420

NCJRS Juvenile Justice Clearinghouse
Office of Juvenile Justice and
Delinquency Prevention

P.O. Box 6000, Department S
Rockville, MD 20850
(301) 251-5583 or (800) 638-8736

National Institute of Justice AIDS
Clearinghouse

P.O. Box 6000
Rockville, MD 20850
(301) 251-5500 or (800) 851-3420

Bureau of Justice Assistance Clearinghouse

P.O. Box 6000
Rockville, MD 20850
(301) 251-5500 or (800) 688-4252

Justice Statistics Clearinghouse

P.O. Box 6000
Rockville, MD 20850
(301) 251-5500 or (800) 732-3277

Data Center and Clearinghouse for Drugs
and Crime

1600 Research Boulevard
Rockville, MD 20850
(301) 251-5140 or (800) 666-3332

Criminal Justice Archive and Information
Network (CJAIN)

Inter-University Consortium for Political
and Social Research (ICPSR)

Institute for Social Research

University of Michigan
P.O. Box 1248
Ann Arbor, MI 48106-1242
(313) 763-5011 or (800) 999-0960

NATIONAL ORGANIZATIONS

Alcohol and Drug Problems Association
of North America (ADPA)

444 North Capital Street, N.W., Suite 706
Washington, D.C. 20001
(202) 289-6755

American Correctional Association (ACA)

8025 Laurel Lakes Court
Laurel, MD 20707
(301) 206-5100 or (800) 222-5646

American Medical Association (AMA)

515 North State Street
Chicago, IL 60610
(312) 464-5000 or (800) 621-8335

American Probation and Parole Association
(APPA)

c/o Council of State Government
Iron Works Pike
P.O. Box 11910
Lexington, KY 40578-9989
(606) 231-1911

American Psychological Association (APA)

1200 17th Street, N.W.
Washington, D.C. 20005
(202) 955-7600

American Public Health Association (APHA)

1015 15th Street, N.W.
Washington, D.C. 20005
(202) 789-5600

Association of Labor-Management
Administrators and Consultants of
Alcoholism (ALMACA)

4601 North Fairfax Drive, Suite 1001
Arlington, VA 22203
(703) 522-6272

Criminal Justice Statistics Association (CJSA)

444 North Capitol Street, N.W., Suite 606
Washington, D.C. 20001
(202) 624-8560

National Clearinghouse for Alcohol and
Drug Information (NCADI)
P.O. Box 2345
Rockville, MD 20850
(301) 468-2600 or (800) 729-6686

National Association of Addiction Treatment
Providers (NAATP)
25201 Paseo De Alicia, Suite 100
Laguna Hill, CA 12653
(714) 837-3038

National Association of Alcoholism and
Drug Abuse Counselors (NAADAC)
3717 Columbia Pike, Suite 300
Arlington, VA 22204
(703) 920-4644 or (800) 548-0497

National Association of Alcoholism and
Drug Abuse Counselors (NAADAC)
3717 Columbia Pike, Suite 300
Arlington, VA 22204
(703) 920-4644 or (800) 548-0497

National Association of Pretrial Service
Agencies (NAPSA)
802 McCornack
Post Office and Courthouse
Boston, Mass. 20109
(617) 223-4071

National Association of State Alcohol and
Drug Abuse Directors (NASADAD)
444 North Capitol Street, N.W., Suite 642
Washington, D.C. 20001
(202) 783-6868

National Black Alcoholism Council (NBAC)
School of Social Welfare
Health Science Center
Level 2, Room 093
State University of New York at
Stoney Brook
Stoney Brook, NY 11794
(516) 444-2139

R.D.C. Associates
Therapeutic Communities of America
1250 24th Street, N.W., Suite 300
Washington, D.C. 20037
(202) 466-0511

Legal Action Center
153 Waverly Place
New York, NY 10014
(212) 243-1313 or (800) 223-4044

National Council of Juvenile and Family
Court Judges (NCJFCJ)
P.O. Box 8970
Reno, NV 89507
(702) 784-6012

National Consortium of TASC Program
(NCTP)
2234 North 7th Street
Phoenix, AZ 85006-1656
(602) 254-7328

National Council on Crime and Delinquency
(NCCD)
685 Market Street, Suite 620
San Francisco, CA 94105
(415) 896-6223

National Criminal Justice Association (NCJA)
444 North Capitol Street, N.W., Suite 608
Washington, D.C. 20001
(202) 347-4900

National Institute for Sentencing Alternatives
(NISA)
Brandeis University
Heller Graduate School
415 South Street, Room 326
Waltham, MA 02254
(617) 736-3980

Narcotic and Drug Research, Inc. (NDRI)
11 Beach Street
New York, NY 10013
(212) 966-8700

Pretrial Services Resource Center (NDRI)
1325 G Street, N.W., Suite 620
Washington, D.C. 20005
(202) 638-3080

RAND Corporation
1700 Main Street
P.O. Box 2138
Santa Monica, CA 90407-2138
(213) 393-0411

SEARCH Group, Inc.
7311 Greenhaven Drive, Suite 145
Sacramento, CA 95831
(916) 392-2550

FEDERAL GOVERNMENT AGENCIES

Office of Nation Drug Control
Policy (ONDCP)
Executive Office of the President
Washington, D.C. 20500
(202) 467-9800

**Alcohol, Drug Abuse, and Mental Health
Administration (ADAMHA)**
U.S. Department of Health and Human
Services

National Institute of Alcohol Abuse
and Alcoholism
5600 Fisher Lane
Rockville, MD 20857
(301) 443-3885

National Institute on Drug Abuse (NIDA)
5600 Fisher Lane
Rockville, MD 20857
(301) 443-6480

Center for Disease Control (CDC)
1600 Clifton Road, N.E.
Atlanta, GA 30333
(404) 639-3291

Office of Justice Programs (OJP)
U.S. Department of Justice

Bureau of Justice Assistance (BJA)
633 Indiana Avenue, N.W.
Washington, D.C. 20531
(202) 514-6278

Bureau of Justice Statistics (BJS)
633 Indiana Avenue, N.W.
Washington, D.C. 20531
(202) 307-0765

National Institute of Justice (NIJ)
633 Indiana Avenue, N.W.
Washington, D.C. 20531
(202) 307-2942

Office of Juvenile Justice and
Delinquency Prevention (OJJDP)
633 Indiana Avenue, N.W.
Washington, D.C. 20531
(202) 307-5911

Office for Victims of Crime (OVC)
633 Indiana Avenue, N.W.
Washington, D.C. 20531
(202) 307-5983

APPENDIX B
STATE SURVEY COORDINATORS

STATE SURVEY COORDINATORS

Note: The following is a list of state survey coordinators identified by the NCJA and the NGA to administer the "Treatment Options for Drug-Dependent Offenders" survey in their respective states. The individuals are listed in the positions held at the time of initial contact by the NCJA/NGA.

Alabama

Mr. Doug Miller
Section Chief
Law Enforcement Planning Division
Department of Economic and Community
Affairs
3465 Norman Bridge Road
Montgomery, AL 36105-0939
(205) 261-5891/92

Alaska

Ms. Caren Robinson
Special Staff Assistant to the Governor
P.O. Box A
Juneau, AK 98811-0101
(907) 465-3500

Arizona

Dr. Peter Haynes
Executive Director
Arizona Criminal Justice Commission
1275 West Washington
Phoenix, AZ 85007
(602) 255-1928

Arkansas

Ms. Carol Rasco
Executive Assistant for
Governmental Operations
Governor's Office
State Capitol
Little Rock, AR 72201
(501) 371-2345

California

Mr. G. Albert Howenstein, Jr.
Executive Director
Office of Criminal Justice Planning
1130 K Street, Suite 300
Sacramento, CA 95814
(916) 324-9140

Colorado

Mr. Robert B. Aukerman, Director
Alcohol and Drug Abuse Division
Colorado Department of Health
4210 East 11th Ave.
Denver, CO 80220
(303) 331-8206

Connecticut

Mr. Gary Lukasewski
Research Analyst
Research Unit
Justice Planning Division
Office of Policy and Management
80 Washington Street
Hartford, CT 06106
(203) 566-3020

Delaware

Mr. Thomas J. Quinn
Executive Director
Criminal Justice Council
Carvel State Office Building
4th Floor
820 North French Street
Wilmington, DE 19801
(302) 571-3437

Florida

Mr. James T. Moore
Commissioner
Florida Department of Law
Enforcement
P.O. Box 1489
Tallahassee, FL 32302
(904) 488-3234

Georgia

Mr. Michael Vollmer
Program Director
Criminal Justice Coordinating Council
470 East Tower
205 Butler Street, S.E.
Atlanta, GA 30334
(404) 656 1721

Hawaii

Ms. Lari Koga
Resource Coordination Division
Department of the Attorney General
426 Queen Street, Room 201
Honolulu, HI 96813
(808) 548-3800

Idaho

Mr. Michael C. Prentice
Administrator
Administrative Services Division
Idaho Department of Law Enforcement
3311 West State Street
P.O. Box 55
Boise, ID 83707
(208) 334-2521

Illinois

Ms. Barbara McDonald
Administrator of the Office
of Federal Assistance Programs
Illinois Criminal Justice
Information Authority
120 South Riverside Plaza
10th Floor
Chicago, IL 60606
(312) 793-8550

Indiana

Mr. Bobby Small
Executive Director
Indiana Criminal Justice Institute
150 West Market, Suite 200
Indianapolis, IN 46204
(317) 232-2560

Iowa

Mr. David M. Roederer
Administrative Assistant
Office of the Governor
State Capitol
Des Moines, IA 50319
(515) 281-8318

Kansas

Mr. Galen Davis
Special Assistant to the Governor
for Drug Abuse Programs
Office of the Governor
State Capitol, Second Floor
Topeka, KS 66612
(913) 296-3232

Kentucky

Mr. W. Michael Troop
Secretary of the Justice Cabinet
State Office Building
Fifth Floor Building Annex
Frankfort, KY 40601
(502) 564-7554

Louisiana

Ms. Judy D. Mouton
Drug Program Manager
Commission on Law Enforcement
and Administration of Justice
2121 Wooddale Boulevard
Baton Rouge, LA 70806
(504) 925-4430/4418

Maine

Mr. Tom Skinner
Agency Liaison
Intergovernmental Relations
Office of the Governor
State House
Augusta, ME 04333
(207) 289-3531

Maryland

Mr. Floyd O. Pond
Executive Director
Governor's Office of Justice Assistance
6776 Reisterstown Road, Suite 301
Baltimore, MD 21215
(301) 764-4336

Massachusetts

Mr. Patrick Hamilton, Executive Director
Massachusetts Committee on Criminal Justice
100 Cambridge Street
Room 2100
Boston, MA 02202
(617) 727-1311

Michigan

Ms. Patricia A. Cuza
Director
Office of Criminal Justice
Lewis Cass Building, Second Floor
P.O. Box 30026
Lansing, MI 48909
(517) 373-6655

Minnesota

Ms. Ann Jaede
Director, Criminal Justice Programs
State Planning Agency
658 Cedar Street
St. Paul, MN 55101
(612) 296-7819

Mississippi

Mr. Roy Thigpen
Executive Director
Governor's Office of Federal-State Programs
2002 Walter Sillers Building
Jackson, MS 39201
(601) 949-2000

Missouri

Mr. Richard C. Rice
Director
Department of Public Safety
Truman State Office Building
P. O. Box 749
Jefferson City, MO 65102-0749
(314) 751-4905

Montana

Mr. Michael A. Lavin
Administrator
Board of Crime Control
303 North Roberts, Scott Hart Building
Helena, MT 59620
(406) 444-3604

Nebraska

Mr. Jim Joneson, Executive Director
Nebraska Commission on Law Enforcement
and Criminal Justice
301 Centennial Mall South
P. O. Box 94946
Lincoln, NE 68509-4946
(402) 471-2194

Nevada

Mr. Thomas G. Tait
Administrator
Office of Narcotics Control
Department of Motor Vehicles and Public
Safety
555 Wright Way
Carson City, NV 89711-0900
(702) 885-5375

New Hampshire

Ms. Denise Devlin
Assistant Director
Office of Alcohol and Drug Abuse Prevention
6 Hazen Drive
Concord, NH 03301
(603) 271-4627

New Jersey

Mr. Thomas J. O'Reilly
Administrator
Department of Law and Public Safety
Office of the Attorney General
Richard Hughes Justice Complex
3rd Floor, CN 081
Trenton, NJ 08625
(609) 292-9660

New Mexico

Mr. Alex Valdez
Legal Counsel
Office of the Governor
State Capitol
Santa Fe, NM 87503
(505) 827-3000

New York

Mr. John J. Poklemba
Director of Criminal Justice
State of New York
Room 245, Executive Chamber
State Capitol
Albany, NY 12224
(518) 474-3334

North Carolina

Mr. William A. Crews
Deputy Secretary
Department of Corrections
840 West Morgan Street
Raleigh, NC 27603
(919) 733-4926

North Dakota

Mr. Dick Gross
Governor's Counsel
Office of the Governor
State Capitol
Bismarck, ND 58505
(701) 224-2200

Ohio

Mr. Jeffrey Knowles
Research Administrator II
Governor's Office of Criminal
Justice Services
65 East State Street, Suite 312
Capitol Square
Columbus, OH 43215
(614) 466-5126

Oklahoma

Ms. Susan Damron
Grants Administrator
District Attorneys Training
Coordination Council
2200 Classen Boulevard
Suite 1800
Oklahoma City, OK 73106
(405) 521-2330

Oregon

Mr. Peter Ozanne
Executive Director
Governor's Task Force
on Corrections Planning
Executive Department
155 Cottage Street, NE
Salem, OR 97310
(503) 378-4962

Pennsylvania

Mr. James Thomas
Executive Director
Commission on Crime and Delinquency
P.O. Box 1167
Harrisburg, PA 17108-1167
(717) 787-2040

Rhode Island

Ms. Mary A. Parella
Executive Director
Rhode Island Governor's Justice Commission
222 Quaker Lane, Suite 100
West Warwick, RI 02893
(401) 277-2620

South Carolina

Mr. Stan M. McKinney
Director
Division of Public Safety Programs
Edgar A. Brown State Office Building
1205 Pendleton Street
Columbia, SC 29201
(803) 734-0425

South Dakota

Mr. Bill Garnos
Project Director for Corrections
Office of the Governor
State Capitol
Pierre, SD 57501
(605) 741-1676

Tennessee

Mr. Doug Frady
Law Enforcement Coordinator
State Planning Office
Suite 309, John Sevier Building
500 Charlotte Avenue
Nashville, TN 37219
(615) 741-1676

Texas

Mr. Rider Scott
General Counsel
Office of the Governor
P. O. Box 12428
Capitol Station
Austin, TX 78711
(512) 463-1919

Utah

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DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: SWEET, ROBERT W., JR., ADMINISTRATOR, OJJDP
To: AG. (THRU: OJP/GURULE) ODD: NONE
Date Received: 08-26-91 Date Due: NONE Control #: X91082615503
Subject & Date
08-23-91 MEMO ATTACHING ADVANCE COPIES OF AN OJJDP UPDATE ON
PROGRAMS ENTITLED "OJJDP AND BOYS AND GIRLS CLUBS OF
AMERICA: PUBLIC HOUSING AND HIGH-RISK YOUTH," PLANNED FOR
RELEASE ON SEPTEMBER 12, 1991. THE UPDATE HIGHLIGHTS THE
VITAL ROLE THAT YOUTH-SERVING AGENCIES PLAY IN REACHING OUT
TO HIGH-RISK YOUTH AND REDUCING JUVENILE CRIME.

	Referred To:	Date:		Referred To:	Date:	
(1)	OAG;	08-26-91	(5)			W/IN:
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23 AUGUST 91



U.S. Department of Justice

Office of Juvenile Justice and
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Washington, D.C. 20531 '91 AUG 26 AM 11:33

AUG 23 1991

EXECUTIVE SECRETARIAT

MEMORANDUM TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurulé
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr.
Administrator
Office of Juvenile Justice and
Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of an *OJJDP Update on Programs* titled "OJJDP and Boys and Girls Clubs of America: Public Housing and High-Risk Youth" that OJJDP plans to release September 12, 1991.

The *Update* highlights the vital role that youth-serving agencies play in reaching out to high-risk youth and reducing juvenile crime. It describes the long partnership between OJJDP and the Boys and Girls Clubs of America (BGCA) and their efforts to reach children at particular risk--those in declining neighborhoods and public housing. The *Update* examines a number of BGCA and OJJDP collaborative initiatives, including SMART Moves, a drug, alcohol and teen pregnancy prevention program; Targeted Outreach, which aims to prevent delinquency and gangs by offering youth alternative, positive activities; and Reaching At-Risk Youth in Public Housing, which provides development and substance use prevention programs to thousands of youth who reside in public housing.

The *Update* will be mailed to State Criminal Justice Councils, State Juvenile Justice Advisory Groups, juvenile and family courts, State and local governing agencies, social service planning organizations, and youth service agencies. It will also be available at conferences and sent to individuals on the Juvenile Justice Clearinghouse (JJC) mailing list.

If you have any questions about this document, please call me at 307-5911.

Attachments



OJJDP Update on Programs

Robert W. Sweet, Jr., Administrator

July 1991

OJJDP and Boys and Girls Clubs of America: Public Housing and High-Risk Youth

This bulletin is dedicated to the memory of our colleague Steven Bradford, an active volunteer with the Boys and Girls Clubs of America and the author of this *Update* as a staff person for the Juvenile Justice Resource Center.

For more than 130 years, the Boys Clubs of America has been working to prevent juvenile delinquency and develop productive citizens and leaders among our Nation's most vulnerable youth. Recently the Boys Clubs of America and the Girls Clubs of America combined and were renamed the Boys and Girls Clubs of America (BGCA). The Clubs provide youth with alternatives to the streets that include activities that develop their sense

of belonging, competence, usefulness, and influence. More than 1,100 local Clubs provide activities for 1.4 million boys and girls nationwide. Typically, Club members live in large or medium-sized cities; have three or more siblings; are from minority populations; and have families whose annual income is less than \$12,000.

A 1986 Louis Harris and Associates survey—projectable to 3,500,000 alumni—showed that BGCA experiences help youth develop leadership skills and lay the foundation for the successes achieved by Club alumni in later life. Results indicate that Clubs have a positive impact on the lives of young

people, especially those from disadvantaged families.

The survey also reported that three out of four Club alumni believe their Club experiences helped them to avoid difficulty with the law, and Clubs were viewed by alumni as a support system against drug abuse.

Activities available at Clubs, such as sports, exercise, and other group activities, provide the staff with excellent vehicles to teach members teamwork, responsibility, and leadership.

BGCA's proven record of helping at-risk youth stay out of trouble and preparing them to make worthwhile contributions

From the Administrator

For more than a decade, the Office of Juvenile Justice and Delinquency Prevention has been proud to be associated with the Boys and Girls Clubs of America (BGCA).

This group represents one of the most respected organizations working with youth, especially in our inner cities. There, with temptations and opportunities for crime on every street corner, Boys and Girls Clubs have guided many of these young people toward heightened self-esteem and away from drugs and delinquency.

It is thus no surprise that when 14 years ago OJJDP sought a partner to test some new approaches to preventing delinquency, the Office chose the Boys Clubs of America.

The Clubs' strong record of positive involvement with children at particular risk—those in declining neighborhoods and in public housing—was a key factor.

The initial partnership between OJJDP and BGCA was later expanded through Targeted Outreach, a program that actively sought out youth that had not been reached before. A sophisticated case management system tracks what works and what does not work while at the same time protecting young people's right of privacy.

Still later OJJDP added SMART Moves to the Boys and Girls Clubs agenda. We asked BGCA to pass on its expertise by training the SMART Moves staff in how to help young people say "no" to drugs and sex.

We at OJJDP are proud of what we have achieved together, but much remains to be done. Individual successes, especially in drug prevention and in working with youth in public housing, need to be translated into programs that other communities and youth-serving agencies can follow. This is the focus of OJJDP's current grants to BGCA.

We must show that our at-risk young people, given the friendship, trust, and encouragement of caring adults and their own peers, can develop into responsible, productive citizens.

Robert W. Sweet, Jr.
Administrator

to their communities as adults earned the organization an Award of Excellence from the Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in 1985. However, OJJDP's partnership with BGCA began long before.

In 1977, OJJDP awarded BGCA a 3-year grant to the then Boys Clubs of America for their Delinquency Prevention Demonstration Project, which tested more than 20 delinquency prevention approaches in 9 Clubs. Examples of the 20 approaches include developing youth employment opportunities, counseling and remedial programs, wilderness challenges, programs for families, and neighborhood reclamation. Ten delinquency prevention program principles resulted from this project and are the foundation of BGCA's Targeted Outreach program.

BGCA's involvement in public housing communities began more than 37 years ago. Many of the original Clubs have expanded considerably as a direct result of identifying and meeting the special needs of communities. The Clubs that operate cooperatively with local public housing authorities have played a critical role in reducing vandalism, curbing gang violence and drug activity, and giving youth a sense of belonging and purpose.

Targeted Outreach

The BGCA Task Force on Inappropriate Detention was created in 1981 with technical assistance provided by OJJDP. The Task Force's work resulted in the unanimous adoption of the program statement Inappropriate Detention of Juveniles by the BGCA National Board of Directors. From this philosophy evolved an emergency response system called Targeting Programs for Delinquency Intervention—or Targeted Outreach—a comprehensive program of effective techniques and strategies that point young people in alternative, positive directions through Boys and Girls Club programs.

The philosophy and purpose of BGCA is enhanced by Targeted Outreach's ability to reach out to adolescents who may

never have been inclined to become Club members. After an adolescent has been recruited, methods to mainstream and keep the youth active in the Club are employed, based on past Club experiences and successes. Eighty Clubs in 10 metropolitan areas undertook BGCA's first Targeted Outreach program. They recruited 4,525 at-risk youth and established formal linkages with 335 community-based youth-serving agencies and organizations.

A special Targeted Outreach Case Management System has been developed that tracks the youths' progress and participation, and guides the Clubs in designing individual programs to curb delinquency.

The Case Management System

This is a tool by which accurate records are kept on Targeted Outreach participants. It helps in determining, meeting, and evaluating the needs and interests of the Boys and Girls Clubs as they seek to serve youth in their Targeted Outreach programs. The following information on the youth is included in the Case Management System:

- Demographic information.
- Source of referral.
- Attendance record.
- Involvement with the juvenile justice system.
- At-risk status.
- School and Club status.
- Achievements.
- Targeted Outreach goals and objectives for each individual.
- Other pertinent information.

Defining needs

The following are five major reasons for maintaining a Case Management System: Program Accountability, Staff Evaluation, Youth Evaluation, Troubleshooting

Problems, and Accountability to Funding Sources. The Case Management System of recordkeeping is conducted in a confidential, nonstigmatizing manner since most of the Targeted Outreach youth do not know they are involved in a special Club program.

As of March 1, 1989, BGCA's national statistics show that 39 percent of Targeted Outreach participants demonstrated a positive change in academic performance; 68 percent remained active in the Club after 2 years in the program; and 93 percent did not have further contact with the juvenile justice system 2 years after joining the Club.

To date, more than 10,000 at-risk youth, ages 12 to 18, have been recruited and mainstreamed into the programs of the Boys and Girls Clubs. Locally, Clubs have raised over \$3 million to continue, expand, and enhance their delinquency intervention programs. The Clubs have built a collaborative relationship of over 1,200 formalized linkages with local juvenile courts, police departments, schools, and other youth-serving agencies and organizations that refer youth in danger of becoming delinquent to programs such as Targeted Outreach.

Effective results

A particularly successful Club is located at the Wilkinson Terrace Apartments in Shreveport, Louisiana. There the public housing authority, Salvation Army, Boys and Girls Clubs, and the criminal justice department of Louisiana State University (LSU) have joined to design and implement a service program for 379 at-risk youth. The public housing authority provides the facilities for the Club; the Salvation Army and Boys and Girls Clubs provide the program structure, train staff, and purchase equipment and program supplies.

Students from LSU's criminal justice department provide aid in daily programming, community research, and statistical analyses, and they develop outside resources to support the program. Through Targeted Outreach, youth participate in a job search program that

teaches them skills in securing employment. They receive information from the Shreveport Police Department about illegal drugs and alcohol. Club members participate in a nutrition class sponsored by the Shreveport Nutrition Program. The members learn how to provide a meal for themselves and others when they are alone. This is beneficial to many that have the responsibility of feeding younger siblings when parents and guardians are not available.

The Shreveport Housing Authority reports that since Targeted Outreach was inaugurated at the Wilkinson Terrace Apartments, there have been markedly fewer incidents of vandalism, burglaries, and muggings—not only in the complex but also in the surrounding neighborhood.

A new initiative

The Targeted Outreach Youth Gang Prevention and Intervention Program, a new OJJDP and Health and Human Services Interagency Agreement initiative, is being built in its early stages on BGCA's Targeted Outreach Program. It is designed to develop, field test, and replicate effective Club youth gang intervention and prevention techniques aimed at reaching at-risk youth. This 3-year project will serve more than 1,900 youth through a minimum of 200 linkages with community agencies.

Thirty Clubs have been selected as gang prevention sites. The primary goal of these sites will be to deter youth from becoming involved in gangs, with a primary focus aimed at 7 to 11 year olds. Each of the 30 Boys and Girls Clubs will implement its own unique program model—based upon the community, the needs of their members, and the severity of the youth gang problem locally. BGCA will provide training, materials, and technical assistance to all sites. Clubs selected for the program will receive a three-part manual that includes a *Gang Intervention and Prevention Manual* and a *Targeted Outreach In-service Training Manual*.

Three Clubs have been selected as intervention sites: Crime Prevention Association in Philadelphia, Pennsylvania; Salvation Army Boys and Girls Club in Winston-Salem, North Carolina; and Boys and Girls Club of San Gabriel Valley in El Monte, California. These three clubs will develop and field test intensive youth gang intervention methods. At present, these intervention methods are in the developmental stages. The intervention sites will develop and document model gang intervention programs focusing on activities for youth 12 to 16 years old. Intervention sites will also use the three-part training manuals being used at the prevention sites.

The first phases of intervention training began in July 1990. Results are not available at this time. An evaluation team will submit an indepth progress report to the Office of Juvenile Justice and Delinquency Prevention.

Based on a set of program principles and recommendations, the sites will develop programs tailored to the youth they serve and the needs of the community. Training, program manuals and other materials developed as a result of an extensive review of the literature, telephone surveys, training needs assessment, and onsite assessment visits by the program's national staff will be utilized at all sites. A summary assessment report is scheduled for completion in 1991.

SMART Moves

To enhance Targeted Outreach's delinquency prevention efforts, OJJDP awarded BGCA a grant, in October 1987, to train staff in SMART Moves, a drug, alcohol, and teen pregnancy prevention program for youth.

SMART Moves is a community-based program helping adolescents learn to say "no" to drug use and early sexual activity. Prevention teams—consisting of Club members and staff, community members and parents—lead small groups to help the participants develop skills necessary

to identify and resist negative peer and social pressures. By interacting and talking with peers, adults, and the older Club members, youth improve skills that will help them cope with stress and solve problems. The program increases their self-esteem, and encourages effective communication with their parents, friends, Club staff, and neighbors.

For more than 4 years, the SMART Moves program at the Hillside Community Center in Milwaukee, Wisconsin, has relied on parents to augment its daily operations. Parental involvement has enabled the Center to provide an afterschool hot meal program, with breakfast and lunch programs in the summer. Club staff report that parent volunteers enable the Club to provide a variety of special activities, including celebrations and holiday festivities for Club members.

As one of the original demonstration sites to receive SMART Moves training, Hillside has incorporated all the SMART Moves components in its Club, including these two small group programs: (1) Start SMART for youth ages 10–12, and (2) Stay SMART for youth ages 13–15.

Keep SMART

The Center's parent program, Keep SMART, began in an unusual way. A prevention team took the participants—primarily single parents—to a weekend camp where they learned listening skills, parenting skills, and networking strategies. This became the Keep SMART program. Participants report that they are now better able to communicate with their children as a result of Keep SMART training.

Be SMART

Be SMART provides inservice training for Club staff, prevention teams, and volunteers. It supports the activities and messages of the small group programs. The entire Hillside staff has been trained in this curriculum.

Results

Due to Club participation in Targeted Outreach/SMART Moves, 14,349 youth have received information dealing with drug and alcohol abuse and pregnancy prevention. This information has enabled the youth to make informed decisions on day-to-day issues. Community education, increased communication skills, and the identification of socially appropriate behavior have resulted from participation in Targeted Outreach and SMART Moves.

Boys and Girls Clubs in Public Housing

The successes of Targeted Outreach and SMART Moves helped OJJDP recognize the vital role that youth-serving agencies play in reaching high-risk youth and reducing juvenile crime. In 1988, OJJDP launched the initiative Reaching At-Risk Youth in Public Housing. Working through Boys and Girls Clubs of America, OJJDP provides youth development and substance use prevention programs for our Nation's most at-risk, hard-to-reach youth. This demonstration project is a key element in BGCA's strategy to reach thousands of at-risk youth who reside in public housing. Through OJJDP's initiative Reaching At-Risk Youth in Public Housing, BGCA is:

- Studying existing Clubs in public housing to determine how they were established and how they operate.
- Developing a manual that documents the procedures to establish and operate a Club in a public housing complex.
- Designing and publishing training and technical assistance curriculums and materials so that BGCA Regional Service Directors can assist local organizations in establishing Clubs in public housing.
- Designating four public housing developments as demonstration sites to work closely with the BGCA to form an advisory board, hire and train staff, develop an operating budget, and establish a fully functioning Club.

- Providing materials, training, and technical assistance to enable each local BGCA unit to implement Targeted Outreach or SMART Moves.

The initial grants

The Alice Griffith Branch of the Boys and Girls Clubs in San Francisco received one of OJJDP's initial two grants to support Clubs in public housing developments. Linkages with community agencies, such as the Bayview Hunter's Point Drug Treatment Foundation, C.A.P.E. Job Training, and San Francisco County Social Services, allow the Club to provide facilities and enhance programming and referrals for its 171 members. The San Francisco Police Department operates Safety Awareness for Everyone (S.A.F.E.) to mobilize and coordinate security services. The Parks and Recreation Department has made a city gym and sports field available for S.A.F.E. programs, and six teachers from the San Francisco Educational Service offer Club members remedial education and tutoring twice a week.

Parental involvement is an important part of the delinquency prevention strategy at the Alice Griffith Club. Educational activities, swimming lessons, field trips, and other special events such as weekend minicamps allow parents to interact with Club youth. Staff will be receiving training and technical assistance to help them conduct the Targeted Outreach and SMART Moves programs.

Drug Demand Reduction Program

With funding from OJJDP, BGCA provided training to Federal Bureau of Investigation (FBI) agents on afterschool drug prevention programs for high-risk youth. In turn, FBI agents incorporate this training into their work with Boys and Girls Clubs. This interagency cooperation targets high-risk youth and promotes efforts aimed at reducing drug use.

In April 1988, the FBI established the Drug Demand Reduction Program

(DDRP) to augment its enforcement efforts in a long-term solution to the problem of illegal drug use. The DDRP strategy focuses on schools, communities, and the workplace. FBI agents help existing Boys and Girls Clubs implement or enhance drug prevention efforts, and they work to establish new Boys and Girls Clubs that will encourage high-risk youth to participate in positive afterschool drug prevention activities.

The FBI appointed a Drug Demand Reduction Coordinator in each of its 57 field offices across the Nation. The coordinators are responsible for creating and assisting drug prevention and education initiatives. Coordinators and Boys and Girls Clubs are involved in implementing and enhancing drug prevention and youth development programs, recruiting high-risk youth for participation in Club programs, recruiting volunteers, and assisting in community-wide public relations.

Looking ahead

Boys and Girls Clubs of America (BGCA) will continue to serve at-risk youth by providing services and support and helping to develop productive citizens and leaders.

BGCA will establish 100 Clubs in public housing developments through Outreach '91, a 5-year plan to expand services for an additional 700,000 youth. This ambitious goal reflects BGCA's commitment to sustaining its record of reducing substance abuse problems in public housing—a record documented in July 1989 by a Columbia University study, and verified by staff who attribute residents' community involvement and increased self-esteem to the presence of the Clubs.

Findings of Columbia study

Researchers at the School of Social Work at Columbia University compared measures of drug-related problems, such as arrest records, paraphernalia, and drug use (e.g., police records, observational data, etc.), with the activities associated

with substance abuse prevention and alternatives to illegal drug use (e.g., SMART Moves community developments) in 15 public housing developments with newly established Clubs, established Clubs, or no Clubs.

Columbia University researchers found that Boys and Girls Clubs exert a positive and consistent influence on youth living in public housing. Children and adolescents living in public housing developments where Clubs have been established are much less involved in dangerous activities than their counterparts who do not have access to a Club.

Adult residents of public housing with Boys and Girls Clubs benefited as well. Compared to parents in housing developments without Clubs, they were more involved in school programs, youth-oriented activities, and resident activities. The study also revealed a reduction in illegal drug use, drug trafficking, and other drug-related activities.

Recognition award

The work done in establishing Clubs in public housing and introducing SMART Moves in these Clubs earned BGCA the 1990 Exemplary Prevention Program Award given by the Office of Substance Abuse Prevention.

OJJDP's partnership with BGCA has provided continuity, direction, and vision to the Targeted Outreach, SMART Moves, and Boys and Girls Clubs in public housing programs. In the future, the partnership will perpetuate these successful delinquency prevention approaches by endorsing their replication and disseminating information about the programs.

The success of OJJDP and BGCA's partnership, combined with other efforts such as the FBI Demand Reduction Program, will benefit communities, individuals, and society as a whole. This continued cooperation will enable the

development of new prevention strategies, enhancement of current programs, and strengthening of Boys and Girls Clubs of America.

For further information:

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National Headquarters
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New York, NY 10017
212-351-5900
Contact: Pam Shaver or James Cox

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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To: AG. (THRU: OJP/GURULE) ODD: NONE
Date Received: 09-20-91 Date Due: NONE Control #: X91092316654
Subject & Date

09-20-91 MEMO ATTACHING ADVANCE COPIES OF AN OJJDP UPDATE ON
STATISTICS ENTITLED "OFFENDERS IN JUVENILE COURT, 1987,"
THAT PRESENTS A COMPREHENSIVE STATISTICAL PICTURE OF YOUTH
WHO CAME INTO CONTACT WITH THE JUVENILE JUSTICE SYSTEM
DURING 1987. THE UPDATE WILL BE MAILED BEGINNING
SEPTEMBER 30, 1991, TO THE STATE JUVENILE JUSTICE ADVISORY
GROUPS, CRIMINAL JUSTICE COUNCILS, POLICYMAKERS,
RESEARCHERS, ASSOCIATIONS, JUVENILE AND FAMILY COURT **

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91 SEP 20 P4:28

SEP 20 1991

EXECUTIVE SECRETARIAT

MEMORANDUM TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurule *[Signature]*
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr.
Administrator
Office of Juvenile Justice and
Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of an *OJJDP Update on Statistics* entitled "Offenders in Juvenile Court, 1987" that presents a comprehensive statistical picture of youth who came into contact with the juvenile justice system during 1987. The *Update* summarizes the findings of the report, *Juvenile Court Statistics 1987*, which provided an analysis of 700,000 records in the National Juvenile Court Data Archive maintained for OJJDP by the National Center for Juvenile Justice.

This *Update* will be distributed to the State Juvenile Justice Advisory Groups, Criminal Justice Councils, policymakers, researchers, associations, juvenile and family court judges, and the OJJDP practitioner mailing list. It will also be distributed at conferences and mailed to individuals requesting information concerning the activities of the nation's juvenile courts. The mailing will begin September 30, 1991.

If you have any questions about this document, please call me at 307-5911.

Attachments



OJJDP Update on Statistics

Robert W. Sweet, Jr., Administrator

July 1991

Offenders in Juvenile Court, 1987

by Melissa Sickmund, Ph.D.

Courts with juvenile jurisdiction disposed an estimated 1,145,000 delinquency cases in 1987—about the same number as the previous year. The courts handled a little over half of these cases informally. About half of the informally processed cases were dismissed for lack of evidence or legal sufficiency or were otherwise terminated after the youth were warned and counseled. In the majority of formally processed delinquency cases the youth were adjudicated delinquent. Fifty-seven percent of adjudicated delinquents were placed on court-ordered probation, and 30 percent were ordered to reside in an out-of-home placement. In 11,000 cases the juvenile court

judge, after reviewing the details of the case, ordered that the case be waived to criminal court and that the youth be handled as an adult.

These findings are from *Juvenile Court Statistics 1987*. The report, the 61st in the series, presents national estimates of petitioned and nonpetitioned delinquency cases and petitioned status offense cases disposed by courts with juvenile jurisdiction in 1987. Although these courts may handle a variety of cases, including abuse and neglect, adoption, and traffic cases, the report focuses on the disposition of juveniles charged with a criminal law violation or a status offense. National estimates

are based on analyses of data from courts with jurisdiction over 60 percent of the Nation's at-risk youth population. In addition to national estimates, the report presents many subnational statistics containing details not found in the national estimate chapters, as well as an appendix that presents caseload statistics for nearly all States and their larger jurisdictions.¹

Throughout this *Update*, a case is defined as an instance of a youth's new

1. For information on the estimation procedure, see appendix A of *Juvenile Court Statistics 1987* and the *Technical Appendix to Juvenile Court Statistics 1985*.

From the Administrator

Reports of juvenile crime appear every day in our morning papers or on the evening news. This *Update* provides a comprehensive statistical picture of the young people who came into contact with the juvenile justice system and of the juvenile court disposition of their cases during a single year—1987. It summarizes the findings of *Juvenile Court Statistics 1987*, an analysis of 700,000 records in the National Juvenile Court Data Archive, maintained for OJJDP by the National Center for Juvenile Justice.

As this *Update* shows, the juvenile courts of this country dealt with about

the same number of delinquency cases in 1987 as in 1986. The number of status offense cases went down slightly. Most adjudicated youth were placed on probation, and a large proportion of the rest were placed outside the home. Young people charged with drug offenses were more likely to be detained between referral and disposition than those charged with other offenses. The detention rate was higher for nonwhite youth than for white youth. While these data raise issues of concern about these and other differences, they do not explain these differences.

These and other facts about the handling of offenders by the juvenile courts provide a

basis for improving the way the juvenile justice system responds to juvenile delinquency and crime. Thus this *Update*, like the larger report on which it is based, can serve as a general reference document for juvenile justice professionals in law enforcement, courts, and corrections. The people who work in these areas play an important role in the prevention and reduction of juvenile crime and the creation of a safe environment for Americans of all ages.

Robert W. Sweet, Jr.
Administrator

Table 1

Delinquency Cases by Offense, 1986 and 1987

Offense	Number of Cases 1986	1987	Percent Change
Total Delinquency	1,148,000	1,145,000	*
Index Violent**	70,000	64,000	-8
Murder**	1,600	1,500	-6
Forcible Rape	4,400	4,000	-10
Robbery	25,000	21,500	-14
Aggravated Assault	39,100	37,400	-4
Index Property	496,000	498,000	*
Burglary	140,000	131,700	-6
Larceny-Theft	307,800	311,600	1
Motor Vehicle Theft	42,500	48,600	14
Arson	6,000	6,100	2
Nonindex Delinquency	582,000	583,000	*
Simple Assault	96,000	99,700	4
Stolen Property	27,900	27,900	*
Trespassing	50,300	50,200	*
Vandalism	84,900	84,300	-1
Weapons Offenses	20,400	20,000	-2
Other Sex Offenses	18,500	18,200	-1
Drug Law Violations	73,000	73,700	1
Obstruction of Justice	77,900	80,900	4
Liquor Law Violations	20,000	16,300	-19
Disorderly Conduct	48,200	47,800	-1
Other Delinquent Acts	64,800	63,700	-2

Note: Offense categories compatible with the FBI Uniform Crime Reporting Program are presented here to show the detail supported by the data. To simplify presentation in the remainder of this report, cases are aggregated and presented in the general categories of *person, property, drug, and public order offenses*. Detail may not add to total because of rounding.

* Less than $\pm 0.5\%$.

** Offense category includes a handful of negligent homicide and vehicular manslaughter cases and is thus somewhat broader than the FBI Index Violent category of *murder and nonnegligent manslaughter*.

referral to the juvenile court for one or more offenses. A youth can be involved in more than one case during the calendar year. Cases involving multiple offenses are categorized according to the most serious offense. Similarly, cases involving multiple dispositions are categorized according to the most severe disposition. The unit of count is a case disposed during the calendar year.

Findings from *Juvenile Court Statistics 1987* include the following:

- While youth were charged with a property offense in the majority (59 percent) of delinquency cases, in nearly 6 percent of the delinquency cases youth were charged with a violent offense—murder, forcible rape, robbery, or aggravated assault.
- Youth in one out of five delinquency cases were detained by the court between referral and disposition. Youth were detained in 30 percent of drug offense cases, 23 percent of person offense cases, and 16 percent of property offense cases. Nonwhite youth were more likely to be detained than white youth; for example, 21 percent of white youth charged with a drug offense were detained compared to 48 percent of nonwhite youth.
- An estimated 81,000 status offense cases were formally handled by juvenile courts in 1987—2 percent fewer than the number handled the previous year.
- As was true for delinquency cases, the majority (63 percent) of formal status offense cases were adjudicated. Probation was the disposition given to 60 percent of adjudicated status offenders. Out-of-home placement was ordered in 20 percent of adjudicated status offense cases.

Delinquency case counts and trends

A delinquency offense is an act committed by a juvenile for which an adult could be prosecuted in a criminal court. Juvenile courts disposed of an esti-

mated 1,145,000 delinquency cases in 1987 (table 1). The number of delinquency cases processed did not change substantially from 1986 to 1987. The violent offenses of murder, forcible rape, robbery, and aggravated assault accounted for nearly 6 percent of all delinquency cases in 1987, about the same proportion as in 1986. The property offenses of burglary, larceny-theft, motor vehicle theft, and arson made up 44 percent of delinquency cases in 1987, again, about the same proportion as in the previous year. Larceny-theft was the single offense category with the highest volume of cases—more than 300,000 in 1987. Larceny-theft cases constituted 27 percent of the delinquency caseload in 1987. Drug cases accounted for 6 percent of delinquency cases in 1986 and 1987.

The 1,145,000 delinquency cases referred to juvenile court in 1987 resulted in a case rate of 44.4 cases per 1,000 youth at risk in the population (figure 1).² In the 3-year period from 1985 to 1987, the overall delinquency case rate did not change substantially, nor did the case rates within offense categories.

More than half (56 percent) of the cases referred to juvenile court in 1987 involved youth age 15 or younger. These younger youth were responsible for 60 percent of property offense cases and 58 percent of the person offense cases, but only 34 percent of drug law violation cases. The delinquency case rate increased continuously with age. There were 51 delinquency cases involving 14-year-olds for every 1,000 14-year-olds in the population. The case rate for 15-year-olds was 30 percent higher than the 14-year-old rate; for 16-year-olds the rate was 59 percent higher, and for 17-year-olds it was

2. Youth at risk are defined as youth age 10 or above who are under original juvenile court jurisdiction. The case rates in this *Update* control for State variations in youth population at risk of referral to juvenile court. The upper age of jurisdiction is defined as the oldest age at which the juvenile court has original jurisdiction over an individual for law-abiding behavior (defined by statute in each State). In most States this age was 17 in 1987, but the upper age of jurisdiction ranges from 15 to 18.

Figure 1

Delinquency Case Rates, 1985-1987

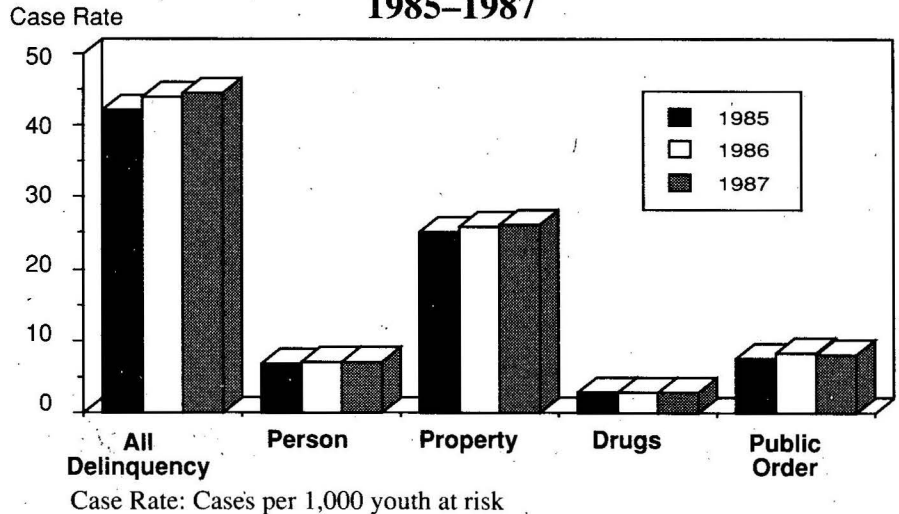
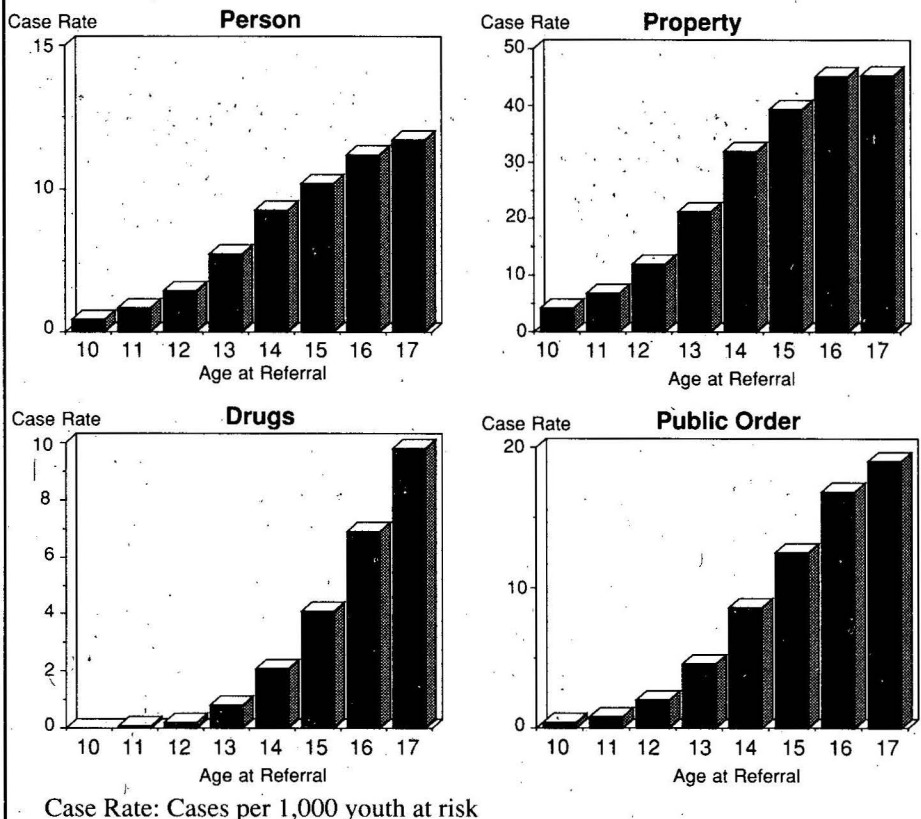


Figure 2

Delinquency Case Rates by Age at Referral and Offense, 1987



72 percent higher. Compared to other offense categories, drug case rates showed the sharpest increase for older youth (figure 2).

The overwhelming majority (81 percent) of delinquency cases referred to juvenile court involved males. This held true across all four general offense categories, but especially for drug offenses (84 percent). Public order cases involved the greatest proportion of females (21 percent). Because the youth population at risk comprised nearly equal numbers of males and females, the larger proportion of male

cases resulted in delinquency case rates that were also substantially higher for males than females. In fact, the male delinquency case rate (70.6) was four times greater than the female rate (17.1).

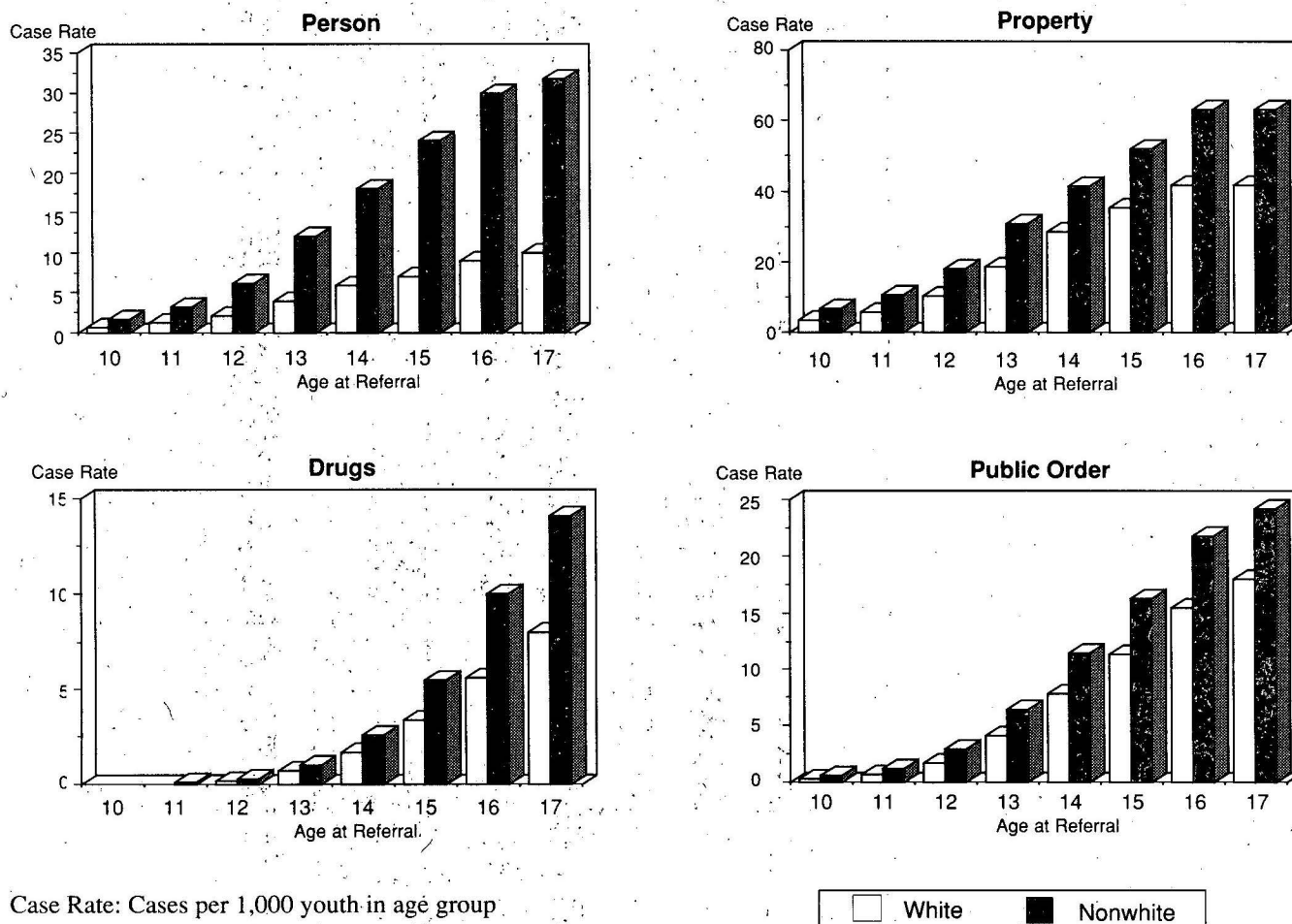
Far more cases referred to juvenile court involved white youth (71 percent) than nonwhite youth (29 percent). Person offense cases accounted for the largest percentage of nonwhite youth (42 percent) followed by drug cases (33 percent). Public order cases had the smallest percentage of nonwhite youth involvement (25 percent).

While 71 percent of the cases involved whites, white youth constituted 81 percent of the general youth population in the country in 1987.³ Therefore, the case rates for white youth were significantly lower than the corresponding rates for nonwhites (figure 3). In 1987 the nonwhite delinquency case rate (68.1) was 75 percent greater than the white rate (38.8). The most substantial racial differences in case rates were found for person and drug offense

3. In both the court and population data, nearly all youth of Hispanic ethnicity are included in the white racial category.

Figure 3

Delinquency Case Rates by Race, Age at Referral, and Offense, 1987



cases. The nonwhite person offense case rate was more than triple the white rate, and for drug offenses the non-white rate was more than double the white rate. The racial differences in case rates decreased somewhat with age. The delinquency case rate for nonwhite youth age 12 was 92 percent greater than the corresponding rate for white youth of the same age, while among 17-year-olds the nonwhite delinquency case rate was only 74 percent greater than the white rate.

Source of referral

Delinquency cases may be referred to court by law enforcement or social service agencies, parents, schools, probation officers, and victims. More than 8 out of 10 delinquency cases were referred by law enforcement. The proportion of cases referred by police varied by offense category. Drug cases were the most likely to be referred by law enforcement (92 percent), followed by property cases (90 percent), and person offense cases (81 percent). In comparison, only 64 percent of cases involving offenses against the public order were referred by police, in part because this offense category includes probation violations and contempt of court cases, which are typically referred by probation or court personnel.

Detention decision

In 20 percent of all delinquency cases in 1987, youth were held in a detention facility at some point between referral to court and case disposition (figure 4). In other words, 230,000 delinquency cases involved detention. In 1987, 30 percent of youth involved in drug offense cases were detained. By comparison, only 16 percent of youth charged with a property offense were detained. However, because of the large volume of property cases handled by the court, nearly half (49 percent) of all delinquency cases in which youth were detained were property cases. Between 1986 and 1987 the number of youth detained decreased by 4 percent, while the delinquency caseload remained constant. The number of youth de-

Figure 4

Use of Detention in Delinquency Cases by Offense, 1987

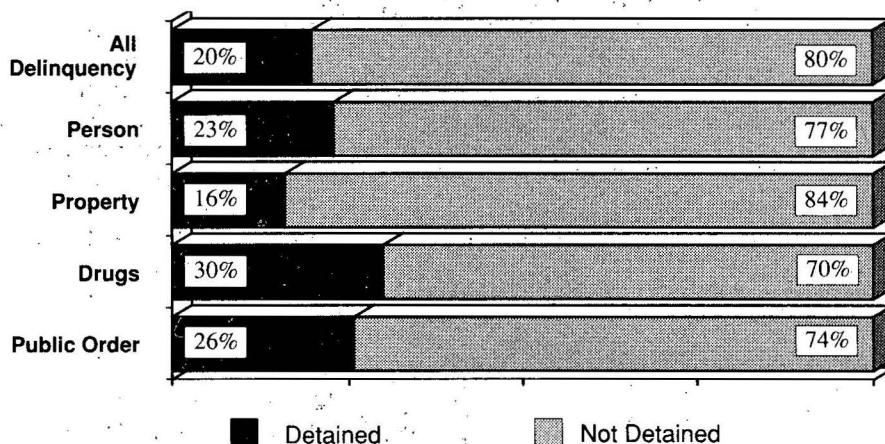
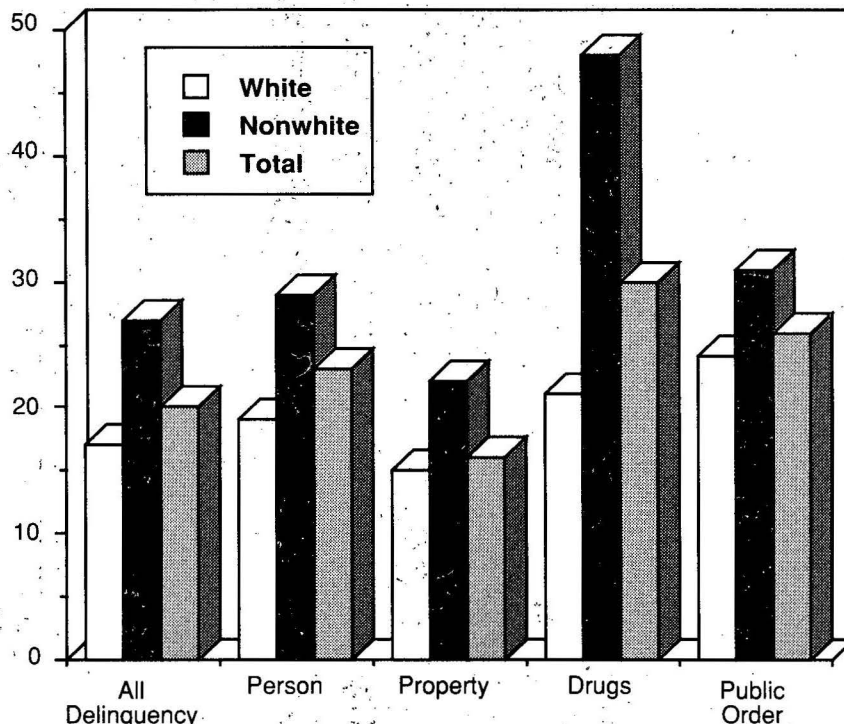


Figure 5

Use of Detention in Delinquency Cases by Race, 1987

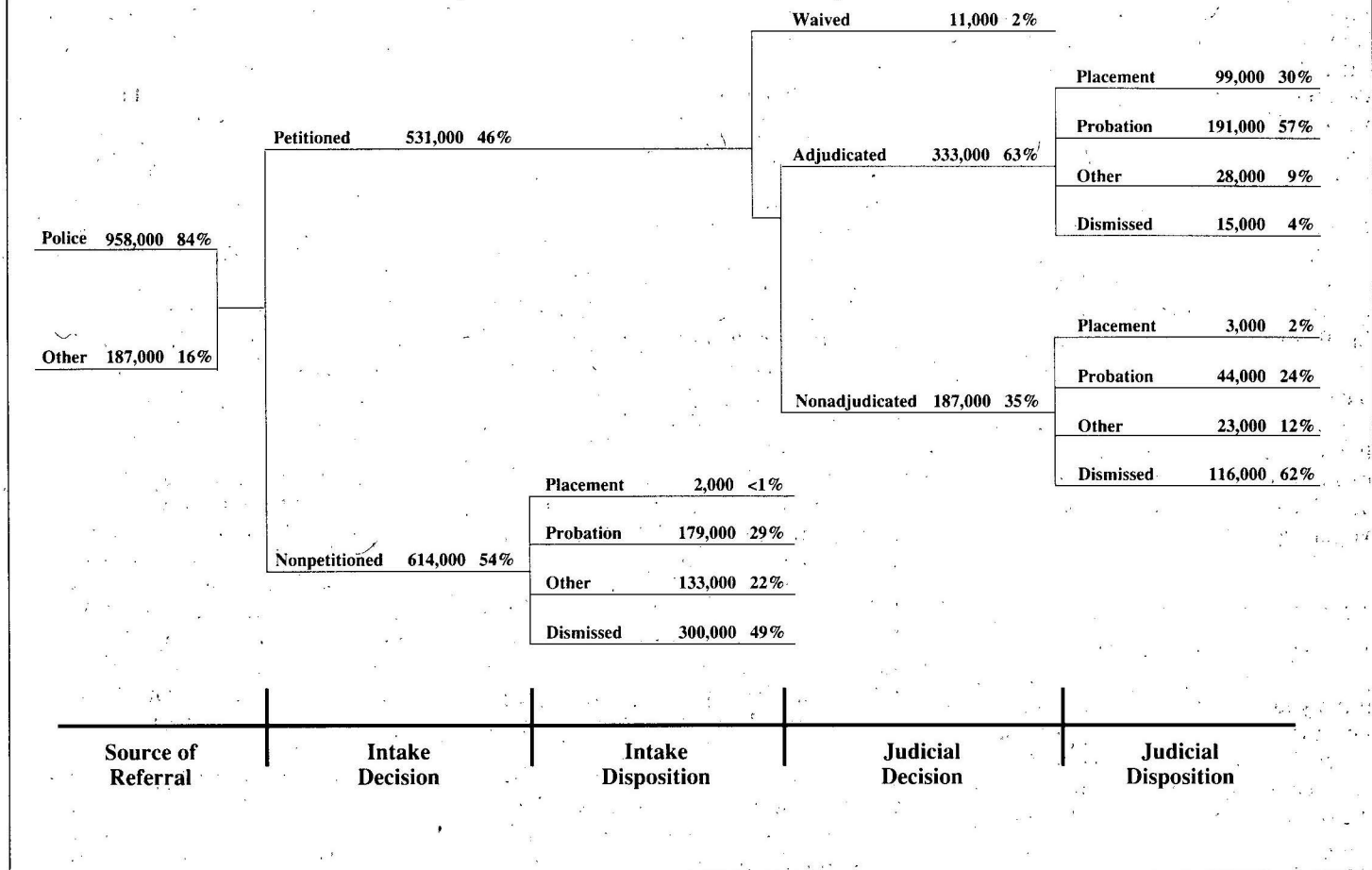
Percent of Cases Detained



Case Rate: Cases per 1,000 youth in age group

Figure 6

Juvenile Court Processing of Delinquency Cases, 1987



tained in person, property, and public order cases declined by 8 percent, 6 percent, and 5 percent respectively. In contrast, the number of youth detained in drug cases increased by 16 percent. This large increase in the number of young people detained for drug offenses cannot be explained by the small growth (1 percent) in the number of drug offense cases referred to court over the 2-year period. It is likely that the growth in drug offense detention reflects a change in the court's response to drug cases, or possibly a change in the nature of drug cases being brought to juvenile court.

The likelihood of detention also varied by race. Seventeen percent of all whites charged with a delinquency offense were detained, compared to 27 percent of nonwhites (figure 5). In fact, nonwhites were more likely to be detained across all offense categories. This racial difference in the likelihood of detention was greatest for drug law violation cases; 48 percent of nonwhite drug cases involved detention compared to 21 percent for whites. Between 1986 and 1987 the overall number of white youth detained in delinquency cases decreased by 8 percent, while the number of nonwhite detentions increased by 2 percent.

Much of this difference can be attributed to the court's handling of drug cases. Among white youth there was an 8 percent decrease between 1986 and 1987 in the number of youth detained in drug cases; among nonwhites the number of youth detained in drug cases increased 51 percent. In fact, between 1985 and 1987 the number of nonwhite youth detained for drug law violations more than doubled.

Intake decisions

When a delinquency or status offense case is referred to juvenile court, one of the first decisions to be made is

whether the case will be handled informally or formally. Informal cases are handled by an intake department without an adjudicatory or waiver hearing. Many of these cases are dismissed, but others may result in referral to another agency, informal probation, payment of fines or restitution, or occasionally, voluntary placement outside the home. If intake decides to handle the case formally, a petition is filed and the case is placed on the court calendar for an adjudicatory or waiver hearing.

Intake officers decided that the case should be handled informally in slightly more than half of all delinquency cases referred to juvenile court in 1987 (figure 6). Property and public order cases were more likely to be handled informally than were drug and person offense cases. Almost half of the informally processed cases were dismissed (49 percent), and youth in an additional 29 percent were placed on voluntary probation.

Judicial decisions

Waiver. At a waiver hearing, the juvenile court judge is asked to decide if the youth should be processed as a juvenile in juvenile court or as an adult in criminal court. The waiver decision is based, in part, on the seriousness of the offense and on whether the youth is amenable to rehabilitation through juvenile court disposition.

Waiver is a relatively rare occurrence in the juvenile court. Only 2 percent of all petitioned delinquency cases, or an estimated 11,000 cases, were waived to criminal court in 1987. This was, however, an 8 percent increase over the number of cases waived in 1986. The number of person and property offense cases waived increased by 4 percent and 5 percent respectively, while the number of drug cases waived increased by a dramatic 65 percent. Person offense cases remained the most likely to be waived to criminal court; 3.4 percent of formally processed person offense cases were waived in 1987, compared to 2.5 percent of drug cases,

2 percent of property cases and less than 1 percent of public order cases. Again, because of the high volume of property cases, these accounted for 55 percent of the waived cases in 1987.

Adjudication and disposition. For the majority of petitioned cases an adjudicatory hearing rather than a waiver hearing is held. At an adjudicatory hearing the judge is asked to determine if the youth should be adjudicated (judged) a delinquent. If the youth is adjudicated delinquent, the judge then makes a disposition decision, which could include commitment to a residential facility, probation, referral to another agency or treatment program, fines, restitution, or community service. If the youth is not adjudicated delinquent, the case may be dismissed or the youth may agree to some voluntary disposition, an outcome similar in many ways to the dispositions found in informally processed cases. Very often the court's dispositional order will include multiple sanctions—for example, probation plus restitution and community service.

In 63 percent of all formally processed delinquency cases the youth was adjudicated delinquent. Probation was ordered for 57 percent of these adjudicated delinquents. An additional 30 percent were placed out of their homes. In 9 percent of adjudicated cases the youth was ordered to pay a fine or restitution, to perform some sort of community service, or to enter a counseling or other treatment program.

Petitioned status offense case counts and trends

A status offense is an act that is an offense only when committed by a juvenile. Status offenses include such behavior as running away from home, truancy, and underage drinking—offenses for which an adult could not be prosecuted in a criminal court. Juvenile courts petitioned and formally disposed of an estimated 81,000 status offense cases in 1987.⁴ This was not a substantial change from the number of formal status offenses handled by the

courts in 1986. In 1987 almost one-third (31 percent) of the formal status offense cases involved underage liquor law violations. Truancy cases accounted for 27 percent of the formal status offense cases, runaway and ungovernability cases each accounted for 17 percent, and other types of status offenses (including curfew violations) accounted for the remaining 8 percent. These proportions were not substantially different in 1986.

In 1987 juvenile courts handled 3.1 petitioned status offense cases for every 1,000 youth at risk in the population (figure 7). Over the 3 years from 1985 through 1987, the runaway case rate dropped 18.8 percent while the rate for liquor law violation cases rose 63.6 percent. The changes in the rates for truancy and ungovernability cases did not show consistent trends.

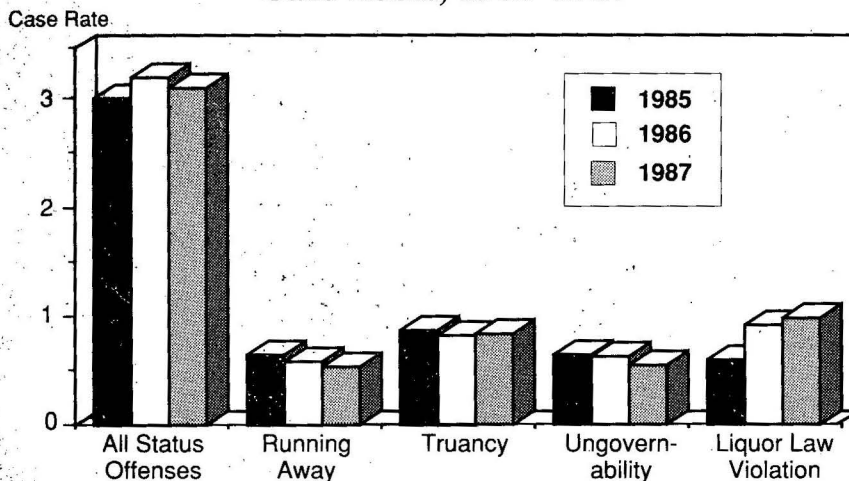
Youth age 15 or younger were responsible for more than half (57 percent) of the petitioned status offense cases. Unlike delinquency case rates, status offense case rates did not increase continuously with age in all offense categories (figure 8). Rates for runaway, truancy, and ungovernability cases peaked at age 15 and declined for older youth. In comparison, liquor law violation case rates increased continuously with age, nearly tripling between ages 15 and 17.

In contrast to delinquency cases, males did not predominate in all status offense categories. Slightly fewer than 6 out of 10 petitioned status offense cases involved males. Both sexes were almost equally involved in truancy and ungovernability cases. Males

4. In many communities, family crisis units, county attorneys, and social service agencies—rather than juvenile courts—have assumed the responsibility for screening and diverting alleged status offenders. National estimates of informally handled status offense cases were not developed because of the great differences in intake and screening procedures. The national estimates presented here, and in *Juvenile Court Statistics 1987*, focus only on formally handled (petitioned) status offense cases. Readers interested in the nature of informally handled status offense cases are directed to chapter 3 of *Juvenile Court Statistics 1987*.

Figure 7

Petitioned Status Offense Case Rates, 1985-1987



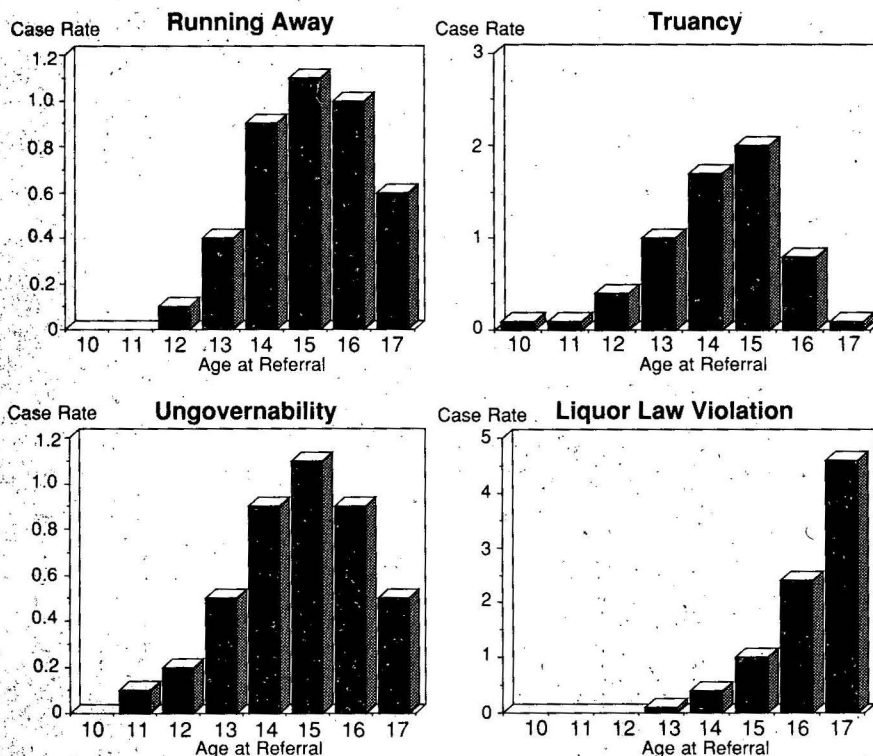
Case Rate: Cases per 1,000 youth at risk

accounted for the majority (74 percent) of liquor law violation cases, while females accounted for the majority (63 percent) of runaway cases. Thus, truancy and ungovernability case rates were similar for males and females, liquor law violation case rates were substantially higher for males, and runaway case rates were higher for females (figure 9).

White youth accounted for 82 percent of the petitioned status offense cases in 1987; this is comparable to their representation in the U.S. youth population. White youth were involved in 73 percent of ungovernability cases, 74 percent of truancy cases, 78 percent of runaway cases, and 95 percent of liquor law violation cases. Therefore, the case rate for liquor law violations for whites was substantially (362 percent) greater than the corresponding rate for nonwhites, but other offense category rates for nonwhites were equal to or higher than rates for whites.

Figure 8

Petitioned Status Offense Case Rates by Age at Referral and Offense, 1987



Case Rate: Cases per 1,000 youth at risk

Source of referral

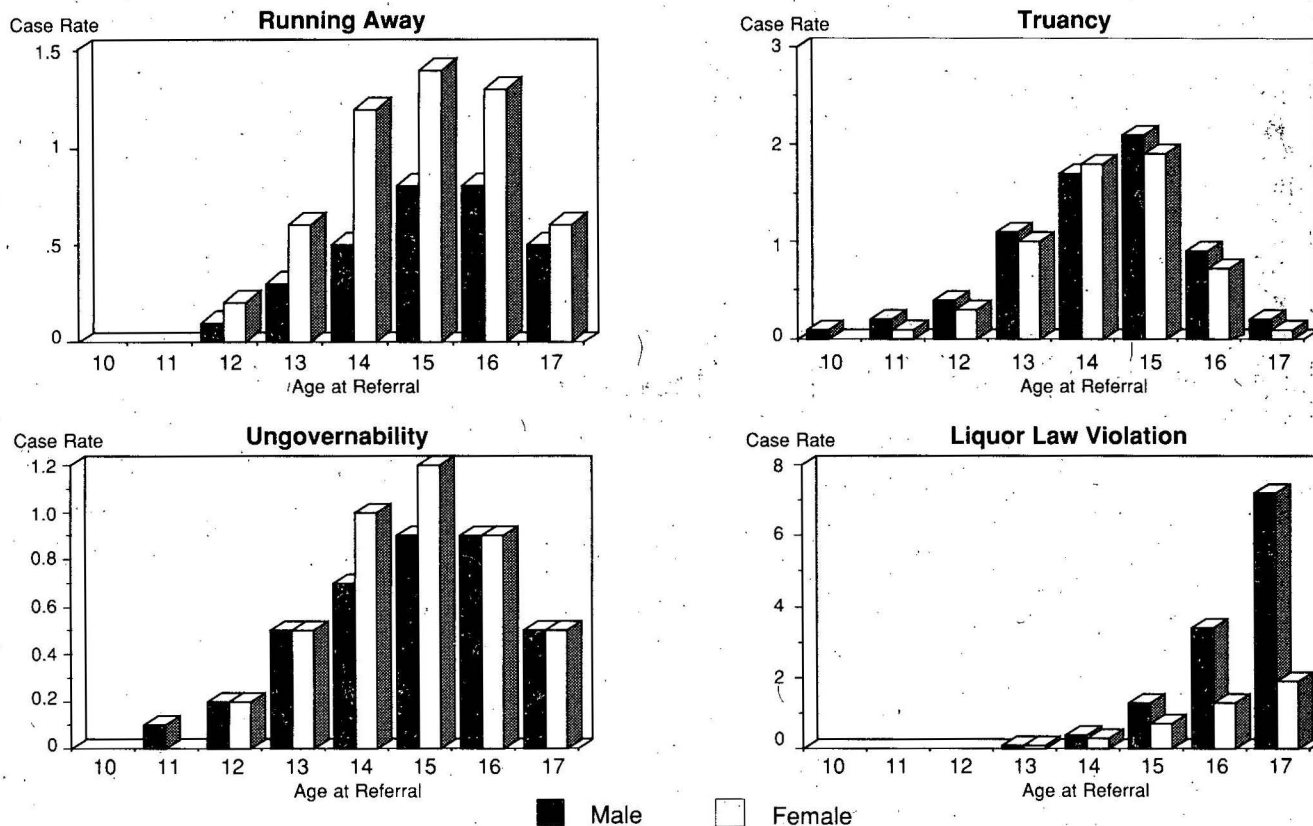
Overall, more than half the formal status offense cases were referred to juvenile court by sources other than law enforcement, but there was wide variation across offenses. Ungovernability and truancy cases were least likely to be referred by police (17 percent and 25 percent respectively). In comparison, 46 percent of runaway cases and 91 percent of liquor law violation cases were police-referred.

Detention decision

Youth in 12 percent of all petitioned status offense cases were detained between referral to court and case disposition (figure 10). This represents a decline of 17 percent from the number detained in 1986. Truants were the least likely to be detained—only 5 percent of truant youth were detained. Runaways were the most likely to be detained—30 percent of runaways were detained. In fact, runaways made up the largest proportion (40 percent) of the 10,000 youth detained and formally processed for a status offense.

Figure 9

Petitioned Status Offense Case Rates by Sex, Age at Referral, and Offense, 1987



Judicial decisions

In 63 percent of the petitioned status offense cases, the youth was adjudicated a status offender (figure 11). As with adjudicated delinquents, most adjudicated status offenders (60 percent) were placed on probation. For 20 percent of the adjudicated status offense cases, the disposition involved out-of-home placement in a residential facility. In an additional 16 percent of adjudicated status offense cases, the youth was ordered to pay a fine or restitution, perform community service, or enter some sort of treatment program.

Figure 10

Use of Detention in Petitioned Status Offense Cases by Offense, 1987

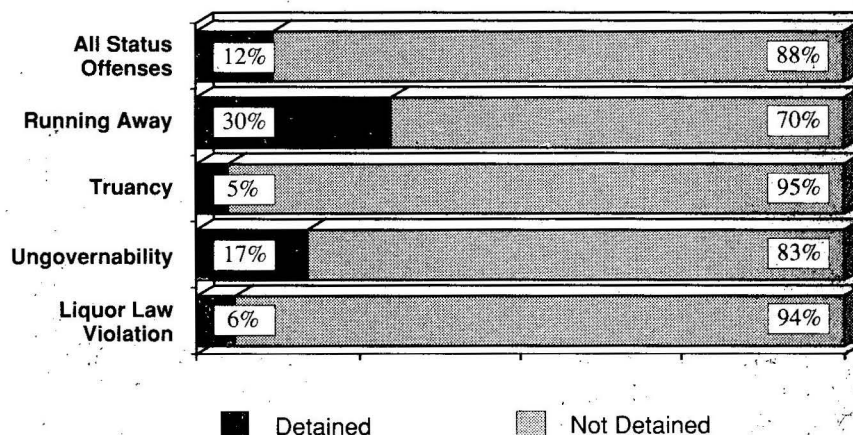
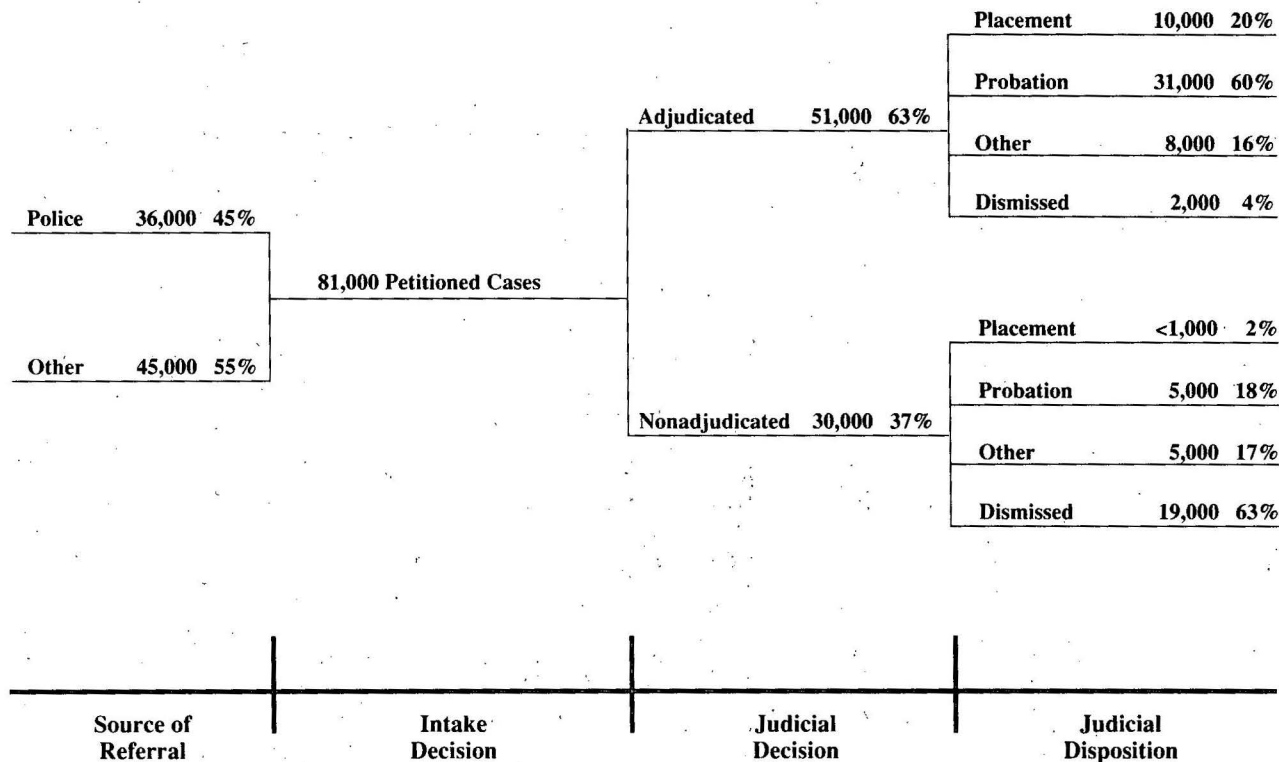


Figure 11

Juvenile Court Processing of Petitioned Status Offense Cases, 1987



About the National Juvenile Court Data Archive

This *OJJDP Update* presents information from the latest *Juvenile Court Statistics* report. This reporting series, begun in 1929, is the primary source of information on the activities of the Nation's juvenile courts. The data for this report are collected, analyzed, and stored as part of the work of the OJJDP-sponsored National Juvenile Court Data Archive operated by the National Center for Juvenile Justice (NCJJ).

The FBI's Uniform Crime Reporting Program, OJJDP's Children in Custody Census of juvenile detention and correctional facilities, and the National Juvenile Court Data Archive are the three national data sources that address the system's response to juvenile crime.

The Uniform Crime Reporting Program and the Children in Custody Census collect primarily aggregate statistics. The Archive annually collects information on more than 700,000 delinquency and status offense cases, thus offering the most detailed information available on youth who come in contact with the juvenile justice system.

The *Juvenile Court Statistics* reports that emanate from the Archive describe the demographic, offense, and processing characteristics of delinquency and status offense cases handled by juvenile courts each year. In addition to these reports, NCJJ has prepared several other *Updates* based on topic-specific analyses of Archive data (see list of related readings).

Acknowledgments

This OJJDP *Update* was written by Melissa Sickmund, Senior Research Associate at the National Center for Juvenile Justice. It summarizes *Juvenile Court Statistics 1987* by Howard N. Snyder, Terrence A. Finnegan, Ellen H. Nimick, Melissa H. Sickmund, Dennis P. Sullivan, and Nancy J. Tierney.

Both this *Update* and *Juvenile Court Statistics 1987* were supported by funds provided to the National Juvenile Court Data Archive by OJJDP through grant number 85-JN-CX-0012. Richard Sutton is the OJJDP Program Manager for the Archive. The Juvenile Justice Clearinghouse was responsible for final report production and graphic design. For more information about the Archive, contact the National Center for Juvenile Justice, 701 Forbes Avenue, Pittsburgh, PA 15219, or call 412-227-6950.

Both OJJDP and NCJJ gratefully acknowledge the efforts of the many State and local agencies that contribute their data to the Archive. Their cooperation with Archive requests for data and documentation makes this work possible.

Related readings

To obtain a free copy of *Juvenile Court Statistics 1987* or any of the following OJJDP *Updates* that focus on juvenile court processing, call or write the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850 (800-638-8736, or in Maryland and the Washington, D.C., metropolitan area 301-251-5500).

The Juvenile Court's Response to Violent Crime, January 1989, NCJ 115338.

Juvenile Courts Vary Greatly in How They Handle Drug and Alcohol Cases, August 1989, NCJ 119319.

Growth in Minority Detentions Attributed to Drug Law Violators, March 1990, NCJ 122011.

Runaways in Juvenile Courts, November 1990, NCJ 124881.

Juvenile Court Property Cases, November 1990, NCJ 125625.

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

NCJ 126160

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10-11-91 MEMO ATTACHING A TWO-PAGE CONCEPT PAPER

DESCRIBING THE WEED AND SEED INITIATIVE. ALSO ATTACHES A

PRELIMINARY DRAFT ON THE BUREAU OF JUSTICE ASSISTANCE'S

WEED AND SEED IMPLEMENTATION PLAN.

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EXECUTIVE SECRETARIAT

OCT 11 1991

MEMORANDUM TO: William P. Barr
Acting Attorney General

FROM: Jimmy Gurule 
Assistant Attorney General

SUBJECT: Material on Weed and Seed

Attached is a two page concept paper describing Weed and Seed. Also attached, is a preliminary draft of the Bureau of Justice Assistance's Weed and Seed Implementation Plan.

If you need any additional information concerning this initiative prior to your meeting with Dick Darman today, please let me know.

cc: George J. Terwilliger, III
John A. Smietanka
Kristine M. Marcy

WEED AND SEED

Weed and Seed is a concept through which existing Federal resources can be targeted to communities to "Weed out," (remove violent criminals, illegal gang activity, drug trafficking and related violence) and then "seed," (provide comprehensive social and economic revitalization.) This concept requires no new Federal resources, but rather coordination, concentration and integration of current Federal programs. People in communities throughout the Nation are clamoring to take back their streets; to feel safe and secure in their homes, and to take full advantage of the social and economic programs which will assist them in achieving a higher quality of life. The Weed and Seed concept, if structured and implemented with programs and incentives designed to promote accountability and self esteem, would enable residents to revitalize their communities.

"Weeding" (enforcement) would be accomplished by using Federal, state and local criminal justice systems (law enforcement, prosecution, adjudication, and supervision efforts). These efforts will target, apprehend and incapacitate violent criminals, drug traffickers, and members of street gangs. It will keep them off the streets through such programs as Operation Triggerlock, a nationwide, comprehensive effort to prosecute violent criminals and drug kingpins for firearms-related violations under Federal laws. These enforcement efforts have a positive effect by demonstrating to community residents that enforcement efforts work. The offender is immediately removed from the streets, is met with swift justice, serves a longer prison sentence, and is prevented from terrorizing the community. Then, by establishing strong and long-term community policing programs within these neighborhoods the groundwork is laid for the next stage.

"Seeding" (community revitalization) would involve implementing a broad array of existing and new social, economic, and recreational programs to revitalize these targeted areas, once the weeding takes place. Historically, social programs have a better chance of becoming successful if placed within a crime and drug-free environment. To be effective, seeding must involve federal, state, and local agencies, along with local business and community organizations. Programs to be coordinated include those that address health, education, labor, housing, commerce, small business development, etc. Additionally, private sector resources and community participation must be coordinated. To be effective, all of these components must work in partnership with the people of the community.

The Weed and Seed concept would not only revitalize a neighborhood, but would make it strong enough to resist returning to its former state. It also provides a framework for coordinating and targeting criminal justice and human service resources.

There is straight-forward logic to this approach, particularly in this time of fiscal restraint. While the Federal government is funding many effective programs at the state and local level, far too often programs address only one problem. For example, if we place an education program in a community that is overwhelmed with crime, drugs and violence, its impact will be negligible. Where fear exists, people often can not take full advantage of other opportunities.

Additionally, through Weed and Seed, Federal resources would serve to leverage a commitment of state, local, private sector and community resources, thereby creating a strong partnership. Participation of law enforcement, social and economic service providers, the private sector and the community is essential, and would be required, for an area to qualify as a Weed and Seed site.

A synergistic effect can be achieved through Weed and Seed, and this Administration's grant programs may be able to make a far greater impact on communities throughout the Nation by implementing a holistic approach to community revitalization.

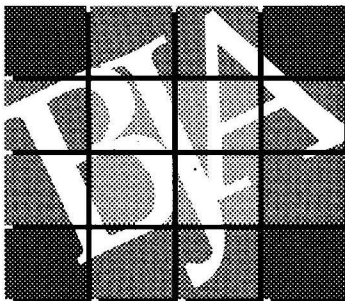
If the Weed and Seed concept is adopted by the Administration, it is suggested that a Task Force, representative of all appropriate Departments at the Assistant Secretary/Assistant Attorney General level, be established to develop a comprehensive Implementation Plan that includes:

- o Specific Goals, Objectives and Tasks;
- o Implementation Strategies;
- o Federal Agency Resource Commitment (from existing resources); and
- o Timelines.

(At the earliest possible stage, agency staff with expertise in grant making and grant process procedures should be actively involved in implementing the plan under the direction of the Task Force.)

The Department of Justice is prepared to take the leadership role in coordinating an Administration effort to develop and implement Weed and Seed.

The Bureau of Justice Assistance (BJA), a component of the Department's Office of Justice Programs has developed a preliminary draft of its Weed and Seed Initiative. This document is attached for your review.



Bureau of Justice Assistance

WEED & SEED IMPLEMENTATION PLAN

DRAFT
October 10, 1991

OFFICE OF JUSTICE PROGRAMS
BUREAU OF JUSTICE ASSISTANCE

Weed & Seed Implementation Plan

Prepared by -

*Bureau of Justice Assistance
Office of Justice Programs*

DRAFT

GENERAL INFORMATION

Weed & Seed Initiative

DEFINITION

ELEMENTS

STRATEGIES

EXPLANATION

COORDINATION

BUREAU OF JUSTICE ASSISTANCE

DEFINITION

Weed & Seed is comprehensive and coordinated multi-agency approach to law enforcement and community revitalization. The first task, "weeding", is accomplished by utilizing the resources of the criminal justice system, including intensive law enforcement efforts to remove and incapacitate violent criminals and drug traffickers from targeted neighborhoods and housing developments. The second task, "seeding", restores the community by providing broad economic and social opportunities developed in cooperation with other Federal, State and local agencies along with public and private organizations and community groups.

Weed & Seed represents a comprehensive and integrated approach to addressing violent crime, drug abuse, and deteriorating social and economic opportunities within a targeted community. To be truly effective, this approach must involve a broad array of community organizations and social service providers as well as the criminal justice system. ALL components must work together in partnership with people in the community to remove violent criminals and eliminate drug activity from an area, prevent criminal activity from returning to the neighborhood, and rebuild institutions, activities and family life within the community. Simply stated, we must "pull the weeds" and "plant the seeds."

- **Weed** (Law Enforcement, Prosecution, Adjudication, and Supervision)

"Removing violent criminals from communities."

- **Seed** (Neighborhood Redevelopment)

"Rebuilding institutions and activities in communities."

ELEMENTS

There are indispensable elements that are critical to the success of a **Weed & Seed** effort. These elements must be present to create a **Weed & Seed** project and to achieve success.

1. Multi-Agency Leadership

A Community Partnership/Coalition, representing major public and private agencies and organizations within a community, would be established and function as a Steering Committee. This Steering Committee will provide leadership for developing, coordinating, and implementing the **Weed & Seed** initiative in particular neighborhoods within a city. This coalition must, at a minimum, include law enforcement and social service agencies. Other community groups may be included as well.

2. Coordination of Activities

Federal, State, and local law enforcement efforts, community-oriented policing activities, social services, and community initiatives will be coordinated by the Steering Committee in a disciplined attack on local violent crime and narcotics trafficking and drug abuse. The Steering Committee will also work to stimulate social and economic development.

- Criminal Justice Agencies (Federal, State, and local) will coordinate and target resources to eradicate existing narcotics trafficking, remove violent criminals, and reduce violent crime.
- Social Service Providers (Public and private) will coordinate and target resources to improve housing, economic status, education and health services, and rehabilitative and support services. These service providers will include municipal agencies (e.g., Codes Enforcement, Traffic and Planning, Health and Human Services, Schools, Parks and Recreation, and Sanitation), businesses, religious organizations and community groups.

3. Police/Community Partnership

Community-oriented policing must be promoted at all levels of local law enforcement as well as within the community. A commitment to a long-term police/community partnerships will greatly enhance the probability of success. Community-oriented policing is defined as:

A philosophy which recognizes the interdependence and shared responsibility of the police and members of the community to build a safer and more livable environment. It is more than a technique or program, because it requires institutional change. As a method of policing, it encourages the development of public/private partnerships whose members identify community safety issues, determine available resources, develop and apply innovative strategies to create and sustain healthy, vital neighborhoods. Furthermore, it reflects the values of:

- *community participation in decisionmaking*
- *police accountability and the*
- *deployment of police personnel at a level closer to the people in the neighborhood.*

4. Concentration of Resources in a Designated Location

Cities seeking to implement a **Weed & Seed** program must designate a specific community that is experiencing high violent crime rates and drug trafficking. Success within the targeted community is largely dependent upon the desire of those within the community to take back the streets. This designated area must be clearly delineated and an assessment must be conducted to determine needs as well as existing services. Federal, State and local criminal justice and social service agencies will then carefully coordinate and target resources to these designated neighborhoods. These resources will include existing resources to be redirected as well as potential new resources.

STRATEGIES

The **Weed & Seed** program includes four major strategies:

1. Suppression Strategy

This strategy will consist primarily of enforcement, adjudication, prosecution, and supervision activities designed to target, apprehend and incapacitate violent street criminals who terrorize neighborhoods, and who account for a disproportionate percentage of criminal activity. Criminals who qualify will be prosecuted under Operation Triggerlock. Some of these activities will focus on special enforcement operations such as "street sweeps," repeat or violent offenders, intensified narcotics investigations, targeted prosecutions, victim/witness protection and services, and elimination of narcotics trafficking organizations operating in these areas.

2. Community-Oriented Policing Strategy

This strategy operates in support of the intensive law enforcement suppression and containment activities and provides a "bridge" to the prevention, intervention, and neighborhood reclamation and renovation components. Community policing activities will focus on increasing police visibility and presence and developing cooperative relationships between the police and the citizenry in the target areas. Techniques such as foot patrols, targeted mobile units, victim referrals to support services, community relations activities will increase positive interaction between the police and the community. The objective is to raise the level of individual citizen and community involvement in crime prevention activities to solve the drug-related problems in their neighborhood and to enhance the level of community security.

3. Prevention, Intervention, and Treatment Strategy

This strategy will focus on activities such as youth services, school programs, community and social programs, and support groups designed to develop positive community attitudes towards combatting narcotics use and trafficking. It will also provide opportunities and skills for neighborhood residents.

4. Neighborhood Reclamation and Revitalization Strategy

This strategy will focus on economic development activities designed to strengthen legitimate community institutions. Programs will be developed to organize and train citizens and resident groups to resist and repel the drug culture, in partnership with law enforcement, and to improve living conditions, enhance home and apartment security procedures, undertake low-cost physical improvements, and develop long-term programs to renovate and maintain housing. A key feature of this strategy will be the fostering of a sense of individual responsibility among community members.

EXPLANATION

WEED -- LAW ENFORCEMENT/REMOVAL OF VIOLENT CRIMINALS PROGRAM

Street Enforcement

Often, street narcotics traffickers and violent criminals, once arrested, are almost immediately returned to the streets to continue their business of distributing drugs and terrorizing local residents. This environment of violence makes potential witnesses fear for their lives. Far too often there is a lengthy delay between arrest and eventual disposition of narcotics cases prosecuted at the local level. Moreover, even when such cases are resolved through a guilty plea or conviction, the criminal may serve little, if any, time in county or State correctional facilities. This cycle of arrest, delay, and mild or no punishment breeds frustration and despair in the community and contempt and disrespect for the law by offenders. The **Weed & Seed** initiative is designed to address this disturbing cycle of despair and frustration.

Under this program, the local United States Attorney through Project Triggerlock will coordinate with State and local law enforcement officials to prosecute certain drug and/or violent offenders in Federal court, where they would be subject to pre-trial detention, a speedy trial, and mandatory minimum sentences. The advantages of this approach are:

- the offender is immediately removed from the streets, and the public sees that these law enforcement efforts are effective;
- the offender is met with swift justice; and
- those convicted serve longer sentences mandated by Federal law and are prevented from committing further criminal acts for years to come.

Criminal Organizations/The Local Drug Gang

Most street-level drug dealers are low-level figures in larger criminal organizations. They serve to insulate the major crime figures from law enforcement and are easy to replace. Accordingly, arresting the street-level dealer has little, or no, effect on the narcotics trafficking organization.

Therefore, **Weed & Seed** is designed to attack the entire criminal organization and the violence it spawns from top to bottom. Law enforcement activities will incorporate progressively sophisticated techniques utilizing street-sweeps, undercover buys, street cameras, expanded surveillance, wiretaps, and witness protection and assistance as a means of enhancing the investigation, apprehension, and prosecution of the entire drug organization.

BRIDGE BETWEEN "WEED" & "SEED" -- COMMUNITY-ORIENTED POLICING

This strategy will operate in support of the suppression activities and provide a "bridge" to the prevention, intervention, and neighborhood reclamation and renovation components. Community policing activities will focus on increasing police visibility and presence and developing cooperative relationships between the police and the citizenry in the target areas. Techniques such as foot patrols, neighborhood watches, targeted mobile units, and community relations activities will increase positive interaction between the police and the community. The objective is to raise the level of individual citizen and community involvement in crime prevention activities and other partnership efforts, and to help solve the drug-related problems in their neighborhood. This community-oriented, pro-active approach will ensure that reduced levels of drug use and trafficking and related crime which result from the "Weed" activities are maintained and enhanced. It will also enhance public safety and lead to reduced fear by the residents in the community so that socio-economic development and related services can take place successfully.

SEED -- NEIGHBORHOOD REDEVELOPMENT PROGRAM

Most areas of heavy narcotics trafficking are blighted and populated in large part by the economically and socially disadvantaged. The removal of violent criminals and the eradication of the drug trafficking problem in such areas cannot be accomplished by law enforcement alone. Without addressing other existing social and economic problems, such communities provide fertile grounds for still more drug trafficking groups. Accordingly, **Weed & Seed** is designed to address the social and economic problems in communities where narcotics trafficking is prevalent, and to provide a more comprehensive and focused framework for public agencies, community organizations, and individual citizens in a partnership to enhance public safety and the community's overall quality of life.

Prevention and Intervention

It is important to foster a sense of individual responsibility among community members, therefore, positive and creative activities for high-risk youth may include family services, organized recreation, job and life skill development, mentoring, service projects, educational programs, as well as on-going support services for victims and survivors of violent crime. Such programs may be coordinated through the:

- Key State and local agencies and private groups
- Key Federal agencies such as:
 - Department of Housing and Urban Development
 - Department of Commerce
 - Department of Health and Human Services
 - Department of Education
 - Small Business Administration
 - Department of Labor
- Private Sector
- Community-oriented Organizations

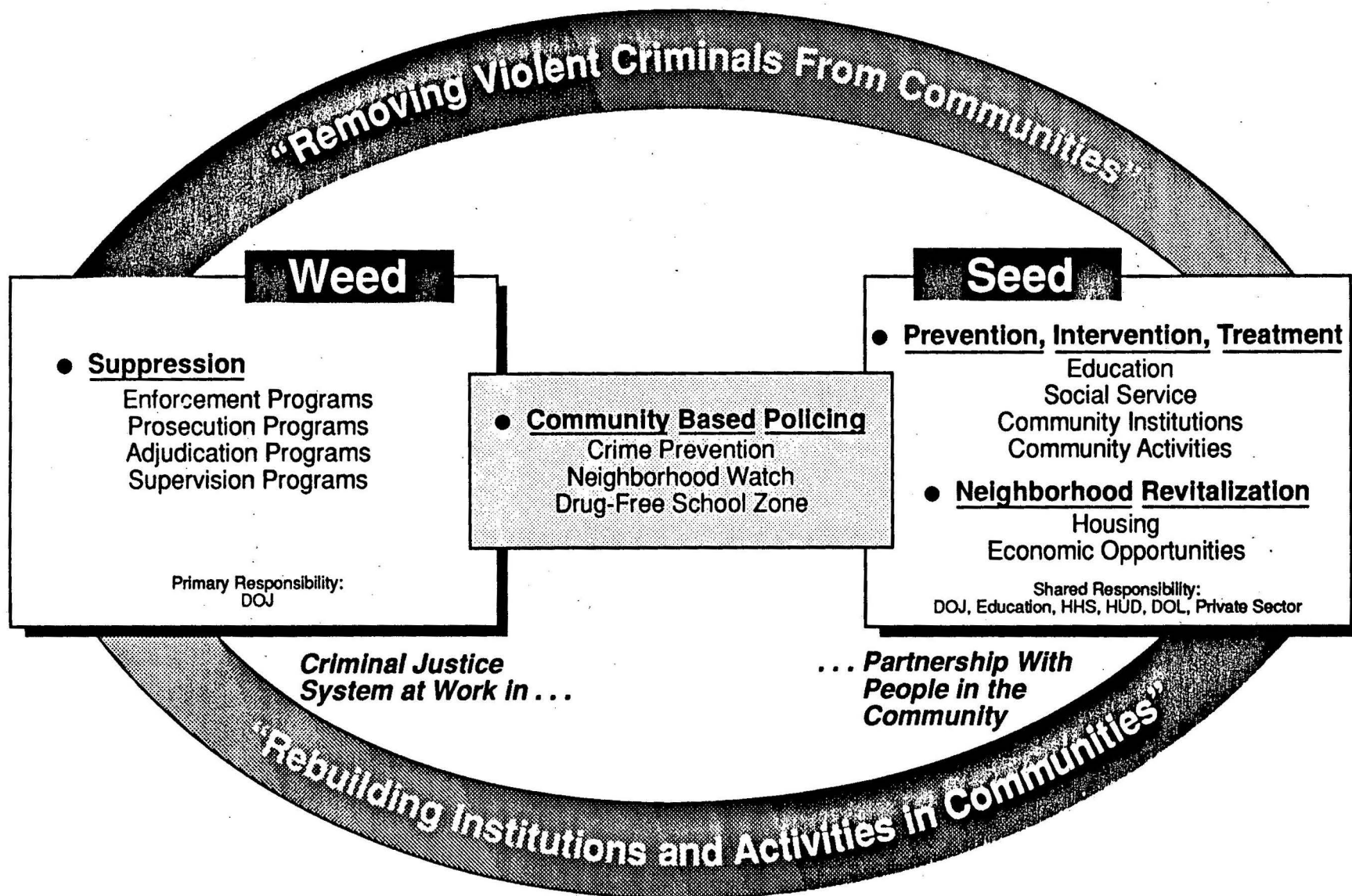
Economic Development

In addition, it is essential that Federal agencies, such as those listed above, provide resources for neighborhood reclamation and revitalization and enhanced community services.

While the Federal government will provide initial assistance to implement **Weed & Seed** initiatives, State and local governments and the communities themselves, must ultimately be responsible for long-term and sustained economic and social improvements.

Weed and Seed Initiative

"Pull the weeds . . . then plant the seeds"



INFORMATION FOR THE COMMUNITY

HOW TO BEGIN AN INITIATIVE

HOW TO BEGIN A WEED & SEED INITIATIVE IN YOUR CITY

1. Request **Weed & Seed** information/implementation packet from your U.S. Attorney or BJA through the BJA Clearinghouse toll free number 1-800-688-4252. The packet consists of the following:
 - Publication defining the **Weed & Seed** Initiative
 - Solicitation for proposals (to be developed)
 - Listing of key Federal resource persons
2. Establish a Community Partnership/Coalition (Steering Committee) to lead the effort. This Steering Committee must include the following:
 - U.S. Attorney (as well as other members of the Law Enforcement Coordinating Committee (LECC)).
 - Political leaders (Mayor, etc.)
 - Decisionmakers within public agencies
 - Public and private leaders (Chamber of Commerce, Clergy, Service Clubs, etc.)
 - Housing/Education/Social Service Decisionmakers
 - Department of Justice Community Relations Service
3. Assess existing services which will be committed to a concentrated, targeted **Weed & Seed** effort.
4. Commitment to ensure minimum elements are in place.
 - **Multi-Agency Leadership**
Community Partnership/Coalition of all key agencies and leadership in the city who agree to participate.
 - **Coordination of Activities**
Commitment of Federal, State and local law enforcement and social service agencies to work together in a disciplined attack on local violent crime and drug abuse.
 - **Police/Community Partnership**
Commitment from Police Chief to employ community policing.
 - **Concentration in a Designated Location**
Target area must have a high crime rate and an active community interest and organization.
5. Sign Memoranda of Agreement to contribute resources and work together with criminal justice agencies, social service agencies, community groups, DOJ Community Relations Service, and any other participating agencies.
6. Apply for technical assistance from the Bureau of Justice Assistance, if needed.
7. Develop proposal according to solicitation guidelines, designating a public agency as the grantee.
8. Submit proposal by deadline.

PROGRAM POSSIBILITIES

The following is a list of potential projects and activities that a local jurisdiction might integrate into a local **Weed & Seed** initiative. Information on these programs can be obtained from the BJA Clearinghouse's toll free number, 1-800-688-4252.

WEEDING

Law Enforcement

- Project Triggerlock
- Project Achilles
- Street Sales (sweeps, reverse buys, buy-bust, etc.)
- Multi-jurisdictional Task Forces
- Crack Task Forces
- Organized Crime/Narcotics
- SHOCAP
- SHODI
- Gang Identification/Intervention
- Directed Patrols
- Sector Integrity

Prosecution/Adjudication/Supervision

- Project Triggerlock
- Career Criminal
- Repeat Offender
- Drug Night Courts
- Differentiated Case Management
- Supervision/Reintegration
- Pretrial Drug Testing
- Comprehensive Drug Testing
- Treatment Alternatives to Street Crime
- Intensive Supervision
- Boot Camps
- Judges Training in Victim Issues
- Prosecution-based Victim/Witness Programs

User Accountability

- Civil Penalties
- Denial of Federal Benefits User Accountability Program
- Structured Fines
- Community Service Programs

BRIDGE BETWEEN "WEED" & "SEED"

Law Enforcement

Crime Prevention Through Environmental Design
Hot Spot Cards (utilizing citizens to anonymously tip off drug traffickers)
Nuisance Abatement
Landlord-Tenant Training (Portland, OR)
Police Mini Stations/Kobans
Comprehensive approach to closing drug houses
Drug Paraphernalia Laws
Drop-In Centers
Offender Supervision and Victim Restitution Project
Foot Patrols
Community-oriented Policing
Problem-oriented Policing
Innovative Neighborhood Oriented Policing
Law Enforcement Training in Victims Assistance and Protection
Law Enforcement Training to Improve the Treatment of Sexual Assault Victims

Community-Oriented

Community Clergy Coalitions
Neighborhood Task Forces
Drug Free School Zones
Adopt-A-School
Adopt-A-Park
School Watch
Neighborhood Watch
Business Watch
Drug Free Recreational Centers (youth and adult)
Senior Citizens Programs
Volunteer Programs (graffiti clean-up, etc.)
Marches/Rallies/Prayer Services
Drug Free Neighborhood/Community
Training and Technical Assistance:
■ For Victims of Drug-Related Crime
■ For Victim Service Providers
■ For Clergy Response to Crime Victims
■ To Serve Parents of Murdered Children
■ To serve Children of Murdered Parents
■ In Mental Health Treatment for Victims

SEEDING

Housing/Community Redevelopment

Affordable Housing/Low Income Housing Programs
Landlord-Tenant Training
Nuisance Abatement
Beat Health
Tenant Associations
Housing Ministries (building and remodeling affordable homes
for low- income families)
Community Economic Development Program (HHS)
8-a Program (SBA)
Small Business Investment Corporation (SBA)
Economic Development Administration (Commerce)
Chamber of Commerce

Prevention/Intervention

Headstart Programs
Police Athletic Leagues (PAL)
Explorer Scouts
Boys and Girls Clubs
Law Related Education
After School Recreational Programs
Career Youth Development Programs
Conflict Resolution/Mediation Programs (grades 9-12)
Parent Awareness Programs
PTA/Parent Support Groups
Job Corps
Spiritual Dimension in Victims Services
Victims of Drug Related Crime
Training and Technical Assistance to Address Child Sexual Exploitation
Peer Counseling

Educational Programs (Curriculums)

Individual Responsibility Programs
Respect for Oneself and for the Rights of Others Programs
Drug Abuse Resistance Education (K-8)
McGruff Elementary School Drug Prevention Program Curriculum (K-6)
Here's Looking At You 2000 (K-12)
Project Smart (6-10)
Refusal Skills (6-8)
Teens, Crime, and the Community (9-12)
Literacy Programs

DEPARTMENT OF JUSTICE
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From: GURULE, JIMMY, AAG, OJP

To: AG.

ODD: NONE

Date Received: 10-17-91 Date Due: NONE

Control #: X91101717852

Subject & Date

10-16-91 MEMO ADVISING THAT OJP IS HOLDING THE NEXT SESSION
OF THE NATIONAL FIELD STUDY ON GANGS AND GANG VIOLENCE IN
CHICAGO, IL, ON OCTOBER 24-25, 1991. ENCLOSURES THE AGENDA
(SUBJECT TO FINAL REVISION) WHICH OUTLINES THE PANELS THEY
ARE CONDUCTING DURING THE CHICAGO FIELD STUDY SESSION.

Referred To: Date:
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Remarks

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INFO CC: OAG (WEATHERBEE).

(1) FOR INFORMATION.

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16 OCT-91



U.S. Department of Justice

Office of Justice Programs

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Washington, D.C. 20531

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EXECUTIVE SECRETARIAT

OCT 16 1991

MEMORANDUM To: William P. Barr
 Acting Attorney General

 From: Jimmy Gurulé
 Assistant Attorney General

 Subject: OJP National Field Study on Gangs and
 Gang Violence

As we recently discussed, OJP is holding the next session of the National Field Study on Gangs and Gang Violence in Chicago, Illinois, on Thursday and Friday October 24 and 25, 1991.

Enclosed for your information is the agenda (subject to final revision) which outlines the panels we are conducting during the Chicago Field Study session. Please do not hesitate to call me if I may provide more information on this matter.

Enclosure

cc: George J. Terwilliger
 Kristine M. Marcy

**DRAFT 10/16/91
4:00 PM**

**NATIONAL FIELD STUDY ON GANGS AND GANG VIOLENCE
AGENDA - CHICAGO SESSION, OCTOBER 24 AND 25, 1991**

OCTOBER 24, 1991

Boys and Girls Club
Henry Horner Homes Development
1832 W. Washington
Chicago, IL

8:30-9:00 a.m.

Opening Remarks

Assistant Attorney General - Jimmy Gurulé
U.S. Attorney, Northern District - Fred Foreman
Mayor of Chicago - Richard Daley [Invited]
Governor - Jim Edgar [Invited]
State Attorney General - Roland Burris [Invited]

9:00-10:30 a.m.

Panel One: Overview of the Problem - Gang Violence in Chicago

INTRODUCTORY REMARKS:

-Assistant Attorney General, Jimmy Gurulé

*-Fred Foreman, U.S. Attorney, Northern District Focus on the
El Rukn Prosecutions and the Aftermath.*

*-Michael F. Sheahan, Sheriff, Cook County - Overview of the
Gang Problem in the County.*

*-Jack O'Malley, Cook County State's Attorney -Overview of
Gang-Related Prosecution Activities.*

10:30-10:45 a.m.

BREAK

10:45-Noon

**Panel Two: Federal, State and Local Collaboration to Control Gang
Violence**

INTRODUCTORY REMARKS:

-Acting Director Gerald P. Regier, Bureau of Justice Assistance

-Robert Johnson, Captain, Illinois State Police Overview of the Gang Problem in the State.

-Commander Robert Dart, Gang Crimes Unit - Overview of CDP Gang Unit and focus on the problems of law enforcement in Public Housing Developments.

-Frank White (ASAC) and Dave Tibbets (Agent), DEA, Chicago Regional Office

-Joe Vince, Special Agent in Charge, Bureau of Alcohol, Tobacco, and Firearms

Noon- 1:30 p.m.

Lunch - Presentation: "Project Cleansweep" and Other Programs to Combat Gang Violence and Narcotics Trafficking in Public Housing

Ira Harris, Chief of Police, Chicago Public Housing

1:30-2:45 p.m.

Panel Three - Gangs and Gang Violence in Public Housing

INTRODUCTORY REMARKS:

-Administrator Robert W. Sweet, Jr., Office of Juvenile Justice and Delinquency Prevention

-Jerome Parham, Executive Director, Boys and Girls Club of America - Use of Recreation as a Service Delivery Mechanism.

-LaJoe Rivers, Former Tenant in the Henry Horner Homes and Principal Character in, "There are No Children Here"

-Irene Johnson, President, Resident Management Cooperative - Resident Mobilization Activities.

-Dorthea Conner, President of the Association of Concerned Tenants and Keith Jackson and/or David Bernard, Horner Association of Men.

2:45-3:00 p.m.

BREAK

3:00-4:00 p.m.

Panel Four- Community-Oriented Policing and Gang Intervention

INTRODUCTORY REMARKS:

-Director Charles B. DeWitt, National Institute of Justice

-Dennis Nowicki, Chief of Police, Joliet, Illinois: Discussion on Community Policing)

-Frances Sandoval, Mothers Against Gangs: Mobilizing the Community to Combat Victimization

-Roberto Rivera, Former Dir. of Crisis Intervention under Mayor Harold Washington, currently legislative aid to State Senator del Valle.

-Jose Morales, Executive Director, Chicago Commons Program

4:00- 4:15 p.m.

BREAK

4:15-5:30 p.m.

Panel Five - Adjudication and Supervision

INTRODUCTORY REMARKS:

-Deputy Assistant Attorney General, S. Ricardo Narvaiz

-Nancy Martin, Chief Probation Officer, Adult Probation Services - Specialized Probation Service for Associate Gang Member.

-Judge Schiller

-Fred Spada, Director, Gang Intelligence Unit, Illinois Department of Corrections - Overview of Prison Gang Problem.

-Bernie Curran, Executive Director, Safer Foundation - Intensive Aftercare.

5:30-5:45 p.m.

Summary - Assistant Attorney General, Jimmy Gurulé

OCTOBER 25, 1991

Casa Central
1325 N. California
(Humboldt Park area)
Chicago, IL

8:30-9:00 a.m. **Concentration/Coordination of Federal/State and Local Resources**

-Jimmy Gurulé

9:00-10:30 a.m. **Panel One - Can a Concentrated and Targeted Response be Successful in Chicago Public Housing Developments?**

INTRODUCTORY REMARKS:

-Acting Director Brenda G. Meister, Office for Victims of Crime

-Dr. Elaine Johnson, Director for Substance Abuse Prevention,
Department of Health and Human Services (HHS)

-Commissioner Wade Horn, Department of Health and Human
Services

-David L. Capara, Deputy Assistant Secretary, Department of
Housing and Urban Development (HUD)

-John Flores, Executive Director of Hispanic Excellence in
Education, Department of Education (DOEd)

10:45-12:30 p.m. **Panel Two - Coordination of State, Local and Federal Resources in Chicago Targeted at Gangs**

INTRODUCTORY REMARKS:

-Director Steven D. Dillingham, Bureau of Justice Statistics

-Dan Alvarez, Commissioner of Department of Human
Resources, Chicago

-Jim Long, Director, Illinois Department Of Alcohol and
Substance Abuse

-Phil Bradley, Director, Illinois Department of Public Aid

-Sue Suter, Director, Illinois Department of Children and Family Services

12:30-1:45 p.m.

Luncheon Presentation- "There are No Children Here"

-Alex Kotlowitz, Author of the critically acclaimed book, "There are No Children Here" and Wall Street Journal Reporter

1:45-2:45 p.m.

Panel Three - Public/Private Partnership

INTRODUCTORY REMARKS:

-Assistant Attorney General, Jimmy Gurulé

-Vincent Lane, Chairman, Chicago Public Housing Authority

-Michael Koldike, President, Frontenac Co. and Chairman of the Golden Apple Association

-Robert Penn, Director of Public Recreation, Chicago

-Foundation Representative, TBD

-Corporate/Sports Representative, TBD

2:45-3:15 p.m.

Closing Remarks

-Assistant Attorney General, Jimmy Gurulé

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Date Received: 11-01-91 Date Due: NONE Control #: X91110118570
Subject & Date

10-22-91 MEMO ATTACHING A FINAL DRAFT OF THE GUIDANCE FOR
IMPROVEMENT OF CRIMINAL JUSTICE RECORDS WHICH HAS BEEN SENT
TO THE STATES. ADVISES THAT THE DRAFT GUIDANCE DOCUMENT
HAS BEEN SUBMITTED TO OMB FOR REVIEW PRIOR TO ISSUING A
FINAL VERSION. ALSO ATTACHES A SUMMARY OF THE COMMENTS
(FOLLOWED BY A RESPONSE) RECEIVED ON AN EARLIER DRAFT SENT
TO THE FIELD FOR REVIEW. BJA HAS PRODUCED THESE GUIDELINES
BECAUSE OF THE IMPORTANCE OF ADDRESSING THE NEEDS AND **

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Remarks

** CONCERNS OF THE STATES AND TO FACILITATE THE IMPROVEMENT
OF CRIMINAL HISTORY RECORDS THROUGHOUT THE COUNTRY.
CC INDICATED FOR ODAG (TERWILLIGER).
INFO CC: OPD, OLS, INS, FBI.

Other Remarks:

KMM 11-01-91
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EXECUTIVE SECRETARIAT

EXECUTIVE SECRETARIAT

MEMORANDUM TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurule
Assistant Attorney General

FROM: Gerald (Jerry) Regier
Acting Director
Bureau of Justice Assistance

SUBJECT: Guidance for the Improvement of Criminal
Justice Records

DATE: October 22, 1991

Attached is a final draft of the Guidance for Improvement of Criminal Justice Records which has been sent to the States. The Guidance addresses the implementation of two provisions enacted in late 1990.

1. Section 509, added by the Crime Control Act of 1990, requires each State which receives Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds to allocate at least five percent of its total award for the improvement of criminal justice records. The improvements include the following:
 - o the completion of criminal histories to include the final dispositions of all arrests for felony offenses;
 - o the full automation of all criminal justice histories and fingerprint records; and
 - o the frequency and quality of criminal history reports to the Federal Bureau of Investigation.
2. The Immigration Act of 1990 changed Section 507 of the Omnibus Crime Control and Safe Streets Act to require the States, as a condition for receipt of Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grants, to provide

conviction information to the Immigration and Naturalization Service (INS). The following assurance must be signed as part of the application for Formula Grant funds:

An assurance that the State has established a plan under which the State will provide without fee to the Immigration and Naturalization Service, within 30 days of the date of their conviction, the certified records of conviction of aliens who have been convicted of violating the criminal laws of the State.

The draft Guidance document has been submitted to the Office of Management and Budget (OMB) for review prior to issuing a final version. Also attached is a summary of the comments received on an earlier draft sent to the field for review in June. Each comment is followed by a response which explains how we addressed the issue, provides an interpretation of specific provisions in the guidelines or explains why a recommended change was not made.

Section I of the guidelines, which relates to the five percent set-aside for the improvement of criminal justice records, establishes criteria which must be met before the Director of BJA will grant a waiver. The States are required to conduct a needs assessment and develop a criminal justice records improvement plan for meeting those criteria. Since the condition of criminal justice records varies considerably among the States, the guidelines allow the States the flexibility to determine the best methods of meeting the criteria and provide them with the time necessary to develop and implement the plan. The comments from the field on this section of the guidelines were generally positive and we anticipate few problems with implementation.

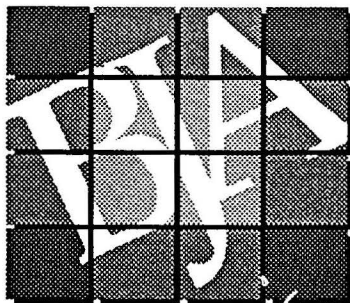
Many of the comments from the field on the first draft expressed great concern relative to the requirements for reporting alien convictions to INS. My staff met with representatives from INS several times to address these concerns. INS has been very cooperative and has agreed to make optional most of the information which the States indicated would be difficult to obtain. Based on a recommendation from several States, BJA and INS have developed a mechanism to accept the required information from State central repositories, which should significantly reduce the burden on the States.

BJA has devoted considerable time and resources to producing these guidelines because of the importance of developing guidelines which address the needs and concerns of the States and facilitate the improvement of criminal history records throughout the country.

If you have any questions, please feel free to contact me.

cc: George Terwilliger

Attachments



Bureau of Justice Assistance
**Guidance for the
Improvement of
Criminal Justice
Records**

DRAFT

September 1991

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INTRODUCTION

The accuracy and completeness of criminal justice records has become an issue of national importance in recent years, driven in large part by the search for an effective means of limiting the sale of handguns to individuals with criminal records. Although the handgun issue has brought national attention to the need to improve criminal justice records, criminal justice and non-criminal justice agencies in the States are increasingly relying on these records as the basis for making decisions. The improvement of criminal justice records has often been a low priority for resources. Thus, many States must significantly improve the accuracy, completeness and timeliness of their record systems in order to meet the current and future demands being placed on them.

STATE LEGISLATION RELATED TO USE OF CRIMINAL HISTORY RECORDS

The importance of upgrading criminal justice records is underscored by the number of State laws which require or allow the use of information on an offender's past criminal behavior in making decisions. Criminal justice records, particularly criminal history records, are increasingly relied upon by the criminal justice system to make release and sentencing decisions, and by those outside the criminal justice system to make decisions regarding licensing, purchase of firearms and employment. Many States allow or require the use of criminal history information in making the following types of decisions:

- o Pretrial release
- o Upgrading of charges
- o Sentence enhancements
- o Eligibility for probation
- o Correctional classification and supervision
- o Eligibility for parole
- o Purchase of firearms

FEDERAL LEGISLATION RELATED TO USE OF CRIMINAL HISTORY RECORDS

Federal legislation is also placing greater reliance on the use of criminal justice records in making decisions. For example, Section 6213 of the Anti-Drug Abuse Act of 1988 requires the Attorney General to develop a system for the immediate and accurate identification of felons who attempt to purchase firearms but who are ineligible to do so pursuant to Federal law. Those ineligible to ship, transport, possess or receive any firearm or ammunition affected by interstate or foreign commerce are defined by the Gun Control Act of 1968 (18 U.S.C. 922(g)) as any person who:

- o has been convicted in any court of a crime punishable by imprisonment for a term exceeding one year
- o is a fugitive from justice
- o is an unlawful user of or addicted to any controlled substance (as defined in Section 102 of the Controlled Substances Act)
- o has been adjudicated as a mental defective or who has been committed to a mental institution
- o being an alien, is illegally or unlawfully in the United States
- o has been discharged from the Armed Forces under dishonorable conditions
- o having been a citizen of the United States, has renounced his citizenship

In November 1989, the Attorney General advised Congress of his recommendations for implementing this statute, based on a range of options developed by the Attorney General-appointed Task Force on Felon Identification in Firearm Sales. The Attorney General also noted that problems of inaccurate, incomplete and inaccessible criminal history records created a major obstacle to implementing the legislation. The Attorney General directed the Federal Bureau of Investigation (FBI), in conjunction with the Bureau of Justice Statistics (BJS), to develop voluntary reporting standards for State and local law enforcement. The Attorney General directed that since the most urgent need is to identify criminals, these standards should emphasize enhanced record-keeping for all arrests and convictions made within the last five years and in the future. The standards, which were published in the *Federal Register* on February 13, 1991, at page 5849-50, are found in Appendix A.

The Attorney General also implemented a nationwide Criminal History Record Improvement (CHRI) program to:

- o Assist the States in improving the accuracy, completeness and timeliness of criminal history information residing at State central repositories
- o Provide information to the FBI according to voluntary reporting standards
- o Identify ineligible felons who attempt to purchase firearms.

The CHRI program, which provides \$27 million of the Bureau of Justice Assistance's (BJA) discretionary funds over a three year period, is administered by BJS. The new requirement for a five percent set-aside to improve criminal justice records complements and enhances the work initiated under the CHRI program.

STATUS OF STATE CRIMINAL JUSTICE RECORDS

Although the need for accurate criminal justice records is critical to the functioning of the criminal justice system, the quality of these records varies significantly across the country. A Survey of Criminal History Information Systems, published by BJS in March 1991, describes the status of State repository criminal history record files in 1989. The following is a sample of the findings from this survey:

- 47 States and the District of Columbia have automated some records in their criminal history records file or master name index
- 10 States have a fully automated criminal records file and master name index
- 3 States have no automated criminal history information
- 23 States have final dispositions for at least 70 percent of arrests within the past five years
- 13 States currently flag some or all felony convictions
- 23 States and DC require prosecutors to report decisions to decline prosecution in criminal cases
- 41 States and DC require felony courts to report dispositions of felony cases
- 36 States require correctional agencies to report prison admission and release information on felony cases

PURPOSE OF THE GUIDANCE

This document provides guidance for the implementation of two requirements enacted in November 1990, which will help to focus attention and resources on the improvement of criminal justice records. The first provision requires the States to set aside five percent of the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds for the improvement of criminal justice records. The second provision requires the reporting of convictions of aliens to the Immigration and Naturalization Service (INS). Since both requirements address issues related to criminal justice records and should involve a coordinated planning effort, the guidance for the implementation of both requirements is presented in this document. Section I provides guidance for implementation of the five percent set-aside and Section II provides guidance for the INS reporting requirement.

SECTION I

GUIDANCE FOR IMPROVEMENT OF CRIMINAL JUSTICE RECORDS

INTRODUCTION

Section I of this document was prepared by BJA, in consultation with BJS, with input from State and local criminal justice practitioners, to provide guidance to the States on the effective implementation of the improvement of criminal justice records provision added to the Omnibus Crime Control and Safe Streets Act of 1968 as amended in FY 1990.

REQUIREMENT

The Crime Control Act of 1990 amended Part E of the Omnibus Crime Control and Safe Streets Act to require that each State which receives Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant funds allocate at least five percent of its total award for the improvement of criminal justice records. The improvements include the following:

- o Completion of criminal histories to include the final dispositions of all arrests for felony offenses
- o Full automation of all criminal justice histories and fingerprint records
- o Frequency and quality of criminal history reports to the Federal Bureau of Investigation

This requirement for the five percent set-aside applies to the FY 1992 and subsequent Formula Grant awards.

In addition to the above improvements of criminal justice records, there are a variety of provisions which are of interest and concern to criminal justice practitioners as well as to public safety, such as criminal history checks for those wishing to purchase firearms or those who apply for jobs as day care workers. It is important to realize that the improvement of criminal justice records will lay the foundation for an increased reliance on these records for making decisions in the future. Section II of this document provides guidance for one such provision which was enacted into law in 1990.

IMPLEMENTATION

In order to make the most effective use of the five percent set-aside for the improvement of criminal justice records and to facilitate the implementation of both State and Federal legislation related to the use of

criminal justice records, States must have a clear understanding of the current condition of their records systems and the problems associated with incomplete or inaccurate data and must have a commitment to and plan for the improvement of criminal justice records. The States are required to develop a criminal justice records improvement plan which must include the steps described below, although not necessarily in the order outlined. Planning and records improvement activities initiated under the Criminal History Record Improvement Program or through State efforts should be built upon and incorporated into the planning process outlined below. States with an existing plan may submit that plan, with a supplement which addresses implementation of any new requirements not addressed in the current plan.

STEP I ESTABLISHMENT OF A CRIMINAL JUSTICE RECORDS IMPROVEMENT TASK FORCE

Since complete and accurate criminal history records can only be achieved through the cooperative efforts of all components of the criminal justice system, BJA recommends that the States establish a Criminal Justice Records Improvement Task Force to guide the development and implementation of the records improvement plan. The Task Force should include representatives from the central repository and source agencies including: State and local law enforcement, prosecuting attorneys, the courts, local jails, State correctional facilities, and probation and parole agencies.

A Task Force with wide representation from throughout the system will provide a forum for exploring the range of possible options for improving criminal justice records in the State. The Task Force should review the results of the assessment and the problem identification phases described in steps II and III and should develop recommendations for the achievement of complete and accurate criminal justice records. Current legislation and administrative procedures related to reporting, maintenance and use of criminal justice records should be reviewed to determine if they are adequate. The Task Force should also review the use of an identification number or other means of tying disposition information to the appropriate arrest.

A list of Task Force members and the agencies they represent should be included in the plan. If components of the system listed above are not included in the Task Force, the plan should describe how input and participation was achieved. If a Task Force is not established, the State should institute other mechanisms to provide for the input and participation of all affected components of the criminal justice system. These mechanisms must be described in the plan.

STEP II ASSESSMENT OF THE COMPLETENESS AND QUALITY OF CRIMINAL JUSTICE RECORDS

Each State must have a comprehensive data quality audit or assessment to serve as the basis for making informed decisions regarding improvements to the State's criminal justice records. The assessment must include a review of data quality and procedures related to the maintenance and reporting of criminal history information at the central repository and the source agencies, including law enforcement agencies, prosecuting attorneys, courts, probation, parole, departments of corrections and jails. In many States, the State Audit Office may be able to conduct the audit or assessment. Other States may want to consider contracting with an independent organization to perform the work. In some States the central repository may conduct all or part of the assessment under the guidance of the Criminal Justice Records Improvement Task Force. Information on conducting a data quality audit is available from BJS. Please refer to the list of reference documents found in Appendix B.

The assessment must result in a clear understanding of the following: how criminal history information is transmitted to the central repository; which agencies report regularly; how complete, accurate and timely the information is; and, what happens to it when it reaches the central repository. The assessment must be sufficient to show that the State has accurately measured the general level of data quality against the user requirements established by the Task Force and has identified the data quality problems. Complete criminal

history records must include the following types of information, which should be reviewed for completeness and accuracy during the assessment:

- o Arrests
- o Dispositions
- o Correctional Status
- o Felony Identification

To expedite this step, States which have an assessment completed under the Criminal History Records Improvement Program administered by the BJS or with State resources should use the assessment, if complete, or modify it to include new requirements.

For many States, the first step in the data quality assessment should be a users' needs assessment to identify the criminal history information requirements of criminal justice practitioners in the State. The users' needs assessment provides an opportunity for representatives from all components of the criminal justice system to become involved at the beginning of the planning process and offers them assurances that the enhancement of the records will enable them to obtain the information they need to do their jobs and that it will be complete and accurate. States which have not conducted a users' needs assessment within the past two years should incorporate this step into their required assessment.

BJA also recommends that throughout the assessment and planning process, States consider modifications and enhancements to their criminal records to implement the National Incident Based Reporting System (NIBRS) which will eventually replace the Uniform Crime Reporting (UCR) System administered by FBI.

STEP III IDENTIFICATION OF THE REASONS FOR INCOMPLETE OR INACCURATE RECORDS

Criminal justice records may be incomplete or inaccurate for a variety of reasons which must be identified before solutions can be developed. The reasons for a particular agency or component of the system not reporting information to the central repository may be as varied as: a lack of resources; manual records which make information retrieval difficult; a need to modify automated systems; a need for training those who submit the information; a failure to see the benefits of complete records or a concern that the information will be used to compare the performance of individuals or agencies. The State must identify the reasons for incomplete or inaccurate records so that they can be addressed in the plan.

STEP IV DEVELOPMENT OF A RECORDS IMPROVEMENT PLAN

Each State is required to develop a records improvement plan, which should serve as the blueprint for the implementation of the recommendations developed by the Task Force and as the basis for the distribution of funds. The plan must include the following elements:

- o **Description of the present criminal history system and the current status of criminal justice records in the State in terms of completeness, accuracy and timeliness**
- o **Description of the problems and obstacles to complete criminal history records**
- o **Recommendations for improving criminal justice records and addressing problems and obstacles to complete records**

- o **Implementation strategy and schedule**

The implementation strategy and schedule should specifically outline the steps that will be followed to implement the recommendations, the timeline for implementation and the allocation of resources. The plan should project the time and resources required to achieve complete criminal justice records and what will be accomplished each year until the goal is reached.

- o **Provisions to assure quality and timeliness in future data reporting.**

The plan should describe the mechanisms which will be put in place to assure that source agencies comply with reporting requirements, that the data is timely, accurate and complete, and that reported data is entered accurately and in a timely fashion by the repository. Such mechanisms may include establishment of clearly defined reporting and data entry procedures (including the automation of reporting and data entry processes), provision for training to persons responsible for reporting and entering data, regular audits of the repository and representative samples of source agencies, remedies or sanctions for non-reporting, and the provision of adequate resources for the reporting and timely entry and maintenance of information.

ADMINISTRATIVE ISSUES

The five percent set-aside is subject to the same requirements and restrictions as the balance of the Formula Grant funds. Matching funds must be provided in the same proportion as for other Formula Grant funds. Compliance with the pass-through requirement is determined on the entire Formula Grant award, including the five percent set-aside. Thus, funds used by state agencies must be taken out of the State's share of the funds, unless a waiver from local units of government is obtained.

A portion of set-aside funds may be used for expenses associated with the data quality audit or assessment, the planning process and/or the development of the records improvement plan. States may request approval from BJA to use a portion of the set-aside for these purposes as a part of the application for Formula Grant funds or as a separate request. The request should describe how the funds would be used and indicate the amount that will be needed.

The balance of the set-aside may not be used until the State has a criminal record improvement plan approved by BJA. If the plan is not approved prior to or with the State's application for Formula Grant funds, the award will be made subject to a special condition requiring that the funds be set aside until a plan has been approved.

DUE DATE FOR SUBMISSION OF THE PLAN

A specific due date for submission of the criminal justice records improvement plan to BJA has not been established. States are at different stages in the development and improvement of criminal justice records. Some States have existing task forces and have already completed the data quality assessment and/or much of the planning. Other States are just beginning the process. States are allowed the time necessary to complete a rational planning process, but may not expend the set-aside funds until a plan is accepted or funds have been approved by BJA for use in developing the plan.

CRITERIA AND PROCEDURES FOR WAIVER OF SET-ASIDE FOR CRIMINAL RECORDS IMPROVEMENT

The Improvement of Criminal Justice Records provisions authorizes the Director of BJA, at the request of a State, to:

- o Waive compliance with the five percent set-aside, or
- o Authorize the State to reduce the minimum amount the State is required to allocate for records improvement

A waiver can be approved if the Director finds that the quality of the State's criminal justice records does not warrant the expenditure of the five percent set-aside.

A request for a waiver must demonstrate compliance with the criteria described in the table which follows. The criteria were established to define the three criminal justice records improvement factors identified in the legislation. The demonstration of compliance must be supported by an independent data quality audit. Independent audit is defined as an audit performed or supervised by an agency or entity other than the repository, such as the legislative audit office.

LEGISLATIVE REQUIREMENTS

Completion of criminal histories to include the final dispositions of all arrests for felony offenses

CRITERIA TO DEFINE COMPLIANCE

Arrests

- o 95% of current felony arrest records and fingerprints are complete

(Current is defined throughout this table as records initiated with an arrest on or after the effective date of this provision which is October, 1991).

(Complete records are defined as fully and accurately reflecting the underlying criminal justice transactions (arrest, charging, court disposition, etc.)

- o A reasonable attempt should be made to improve the availability of past records with a goal of achieving complete records for 90% of felony arrests during the past five years. If that goal cannot be achieved, the State should outline the attempts made to improve past records and the reasons why this goal could not be achieved.

Dispositions

- o 95% of current felony arrest records contain disposition information, if a disposition has been reached.

(Disposition is defined as case termination by release without charging, prosecutor declination or court adjudication)

- o A reasonable attempt should be made to improve the availability of disposition information in past records with a goal of achieving disposition information for 90% of felony arrest records for the past five years. If that goal cannot be achieved, the State should outline the attempts made to improve past records and the reasons why this goal could not be achieved.

Correctional Status

- o 95% of current sentences to and releases from prison are available
- o A reasonable attempt should be made to improve the availability of incarceration information in past records with a goal of achieving incarceration information for 90% of felony arrest records for the past five years. If that goal cannot be achieved, the State should outline the attempts made to improve past records and the reasons why this goal could not be achieved.

Felony Identification

- o 95% of current arrest records identify felonies
- o A reasonable attempt should be made to improve the flagging of felonies in existing records, with a goal of achieving felony identification for 90% of the offenses in the repository which occurred during the past five years. If that goal cannot be achieved, the State should outline the attempts made to improve past records and the reasons why this goal could not be achieved.

Full automation of all criminal justice histories and fingerprint records

- o All criminal history records from the past 5 years have been automated.
- o All master name index records from the past 5 years have been automated.
- o New records for offenders with prior manual records are entered into the automated files (including the manual record).
- o Procedures have been established to ensure that all records related to felony offenses are entered into the automated system within 30 days of receipt by the central repository and all other records are entered within 90 days.

Frequency and quality of criminal history reports to the Federal Bureau of Investigation

- o Fingerprints taken at arrest and/or confinement are submitted to the State repository and, when appropriate, to the FBI Identification Division (ID) within 24 hours. In single source States, the State repository shall forward fingerprints, when appropriate, to the FBI ID within two weeks of receipt.
- o Final dispositions are reported to the State repository and, when appropriate, to the FBI ID within 90 days after the disposition is known.

(The words "when appropriate" are included in the above two compliance criteria in recognition of the fact that, when the National Fingerprint File is implemented, States that participate in Interstate Identification Index (III) will no longer submit arrests and dispositions (other than first arrest) to the FBI)

FORMULA GRANT APPLICATION REQUIREMENTS

Beginning in FY 1992, the Formula Grant application from each State must contain:

- o A listing of programs to be funded with the five percent set-aside for criminal justice records improvement and a description of how they relate to the plan. If the State does not have an approved plan, the State's Formula Grant award will be made subject to a special condition

prohibiting the State from making awards from the set-aside until the plan has been submitted to and approved by BJA.

- o A description of progress made during the previous year toward addressing the factors used to measure compliance with the criminal justice records improvement provision. The factors are outlined in the section related to waivers of the set-aside for criminal justice records improvement. The description of progress should include an estimate of the beginning and current level of compliance with each factor.

An application for Formula Grant funds, which does not include a set-aside for the improvement of criminal justice records, will be considered an Incomplete application, unless the State has requested and been granted a waiver.

SECTION II

GUIDANCE FOR REPORTING ALIEN CONVICTIONS TO INS

INTRODUCTION

This section of the guidance was prepared by the Bureau of Justice Assistance in consultation with the Immigration and Naturalization Service (INS) and the Bureau of Justice Statistics (BJS), with input from State and local criminal justice practitioners. Its purpose is to provide guidance to the States on the effective implementation of a statute, enacted in November 1990, which requires the States to provide certified records of conviction of aliens to INS.

REQUIREMENT

The Immigration Act of 1990 changed Section 503 of the Omnibus Crime Control and Safe Streets Act to require that criminal justice records identify aliens so that conviction records can be shared with INS. It requires the States to have a coordination plan with INS as a condition for receipt of Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grants.

The following assurance, which must be signed as part of the application for Formula Grant funds, was added to the ten assurances already required by Section 503 of the Act:

An assurance that the State has established a plan under which the State will provide without fee to the Immigration and Naturalization Service, within 30 days of the date of their conviction, the certified records of conviction of aliens who have been convicted of violating the criminal laws of the State.

This provision applies to FY 1991 and subsequent Formula Grant awards. However, because there was inadequate time for BJA and INS to respond fully to this provision before Formula Grant applications were due on January 4, 1991, the States were required to assure in their application that they would provide a completed plan, in accordance with BJA guidance, within 120 days after the issuance of that guidance.

The implementation of this provision will help INS achieve its Criminal Alien Strategy Goals which are to:

- o Systematically identify, locate and remove aliens not authorized to remain in the United States because of criminal activity
- o Ensure the expeditious deportation of convicted criminals, consistent with due process requirements

- o Create an effective deterrent to aliens seeking to enter the United States to engage in criminal activities

The achievement of these goals, will afford State and local agencies benefits in two ways. First, by deporting aliens upon release from prison, the potential for recidivist behavior is reduced. Second, States should realize a cost savings related to correctional supervision (probation/parole) as a result of the prompt deportation of convicted aliens who are not incarcerated. INS estimates that over 10 percent of the inmates in some State prison systems are foreign born and may be subject to deportation.

IMPLEMENTATION

For purposes of reporting to INS, conviction is defined as a final criminal conviction of aliens or suspected aliens by a court of competent jurisdiction for which the offender has been sentenced and all direct appeal rights have been exhausted or waived or the appeal period has lapsed. INS can deport many offenders convicted of felonies or certain misdemeanors. A list of deportable offenses appears in Appendix C. States are required to provide information on felony and deportable misdemeanor convictions. States which plan to report to INS through the central repository, but which do not collect information on misdemeanors, should address, in their plan, the feasibility of collecting information on deportable misdemeanors.

Aliens or suspected aliens are defined as offenders who hold a foreign citizenship or who are foreign born. The State is not required to investigate alien status but should forward conviction records for all suspected aliens to INS for verification.

Documents which should be forwarded by the State to the appropriate INS District Office include certified copies of:

- o Judgement and Conviction Records
- o Indictment Records

Documents must have a certification of authenticity under official seal by the custodian of the records or an authorized deputy. A transmittal form, developed by INS, is found in Appendix D and a list of INS District Offices is found in Appendix E. If a copy of the court records is attached to the transmittal form, only section A of the form is required to be completed. The forms indicate that certain data elements should be provided, if available. These data will assist INS with the deportation process and will reduce the need to request additional information from the courts. States are encouraged to provide them, if available.

States which have the information required by sections A and B of the transmittal form in the criminal history records maintained by the central repository may provide INS with printouts or electronic records, except as noted below. An individual at the central repository may be deputized by the court to certify the records of conviction as long as the process for transmission of disposition information from the courts to the repository provides for a secure system, one not subject to tampering. An individual in the central repository may be deputized by the court clerks of each court or by the Chief Justice for the State. Since INS District Offices are not equipped to accept an electronic transfer of records at this time, the State should provide the required records in printout form to the INS District Office until a system for the electronic reporting of information can be established. If INS requires additional information regarding a particular conviction, INS officers may request and receive without fee, certified alien criminal records from the court or, if available, from the central repository.

PLAN FOR REPORTING CONVICTED ALIENS

Each State is required to develop a plan for reporting convicted aliens which should describe current efforts, if any, to provide INS with certified records of conviction of aliens or suspected aliens, a review of alternative methods of reporting, recommendations for reporting, and an implementation strategy and schedule. The INS provision became effective in November of 1990 with the enactment of the Immigration Act of 1990. However, many States are not able to comply fully immediately. States which cannot comply fully with the requirement immediately, should implement a two-phased approach:

Phase I This phase should target serious offenders and should be implemented immediately. At a minimum, the State should provide INS with certified records of conviction for aliens sentenced to prison, including those held in local jails awaiting placement in prison. If INS receives this information when the offender is sentenced or enters prison, the deportation hearing can be conducted and arrangements made to deport the offender as soon as the sentence has been served.

Phase II This phase should provide for the establishment of mechanisms and procedures for the transfer to INS of records for all convicted aliens or suspected aliens. During this phase, such issues should be addressed as how aliens will be identified, where in the process this will occur (e.g., presentence investigation), and who will be responsible for providing the information to INS (e.g., the courts or the central repository). This phase should be addressed as part of the criminal justice records improvement plan, although it may be a separate section of the plan. The goal of the plan should be that at least 90% of the records of convictions contain information on the Place of Birth of the offender and, if available, the Citizenship and Alien Identification Number and that certified records of conviction for aliens or suspected aliens will be provided to INS within 30 days of final conviction.

DUE DATE FOR SUBMISSION OF THE PLAN

Each State was required to assure in its FY 1991 Formula Grant application that it would provide a completed plan for the implementation of the alien conviction reporting requirement within 120 days of issuance of guidance by BJA. A plan to implement at least Phase I, which requires the State to provide INS certified records of final conviction of aliens resulting in a sentence to prison, should be submitted to BJA within 120 days of the date of issuance of this guidance document. Phase II, which requires a plan for the reporting of all convicted aliens or suspected aliens, may be included in the criminal justice records improvement plan.

FORMULA GRANT APPLICATION REQUIREMENTS

Beginning in FY 1992, the Formula Grant application from each State must contain:

- o An assurance that the State has established a plan or will establish a plan within the timeframes specified in the Guidance for the Improvement of Criminal Justice Records under which the State will provide without fee to the Immigration and Naturalization Service, within 30 days of the date of their final conviction, the certified records of conviction of aliens who have been convicted of violating the criminal laws of the State.

- o A description of progress made during the previous year toward addressing the criteria used to measure compliance with INS reporting provisions. The description of progress should include an estimate of the beginning and current levels of compliance with the criteria.

An application for Formula Grant funds, which does not include an assurance that a plan has been completed or will be completed within the required timeframes, will be considered an incomplete application.

APPENDIX A

RECOMMENDED VOLUNTARY STANDARDS FOR IMPROVING THE QUALITY OF CRIMINAL HISTORY RECORDS INFORMATION

1. Every State shall maintain fingerprint impressions or copies thereof as the basic source document for each arrest (including incidents based upon a summons issued in lieu of an arrest warrant) recorded in the criminal history record system.
2. Arrest fingerprint impressions submitted to the State repository and the FBI Identification Division (ID) should be complete, but shall at least contain the following data elements: date of arrest, originating agency identification number, arrest charges, a unique tracking number (if available) and the subject's full name, date of birth, sex, race and social security number (if available).
3. Every State shall ensure that fingerprint impressions of persons arrested for serious and/or significant offenses are included in the national criminal history records system.
4. All disposition reports submitted to the State repository and the FBI ID shall contain the following: FBI number (if available), name of subject, date of birth, sex, State identifier number, social security number (if available), date of arrest, tracking number (if available), arrest offense literal, court offense literal, and agency identifier number of agency reporting arrest.
5. All final disposition reports submitted to the State repository and the FBI ID that report a conviction for an offense classified as a felony (or equivalent) within the State shall include a flag identifying the conviction as a felony.
6. States shall ensure to the maximum extent possible that arrest and/or confinement fingerprints are submitted to the State repository and, when appropriate, to the FBI ID within 24 hours; however, in the case of single-source States, State repositories shall forward fingerprints, when appropriate, to the FBI ID within two weeks of receipt.
7. States shall ensure to the maximum extent possible that final dispositions are reported to the State repository and, when appropriate, to the FBI ID within a period not to exceed 90 days after the disposition is known.
8. Every State shall ensure that annual audits of a representative sample of State and local criminal justice agencies shall be conducted by the State to verify adherence to State and Federal standards and regulations.
9. Whenever criminal history record information is collected, stored, or disseminated, each State shall institute procedures to assure the physical security of such information, to prevent unauthorized access, disclosure or dissemination, and to ensure that such information cannot be improperly modified, destroyed, accessed, changed, purged, or overlaid.
10. Every State shall accurately identify to the maximum extent feasible all State criminal history records maintained or received in the future that contain a conviction for an offense classified as a felony (or equivalent) within the State.

APPENDIX B

REFERENCE MATERIALS RELATED TO CRIMINAL RECORDS IMPROVEMENT

These documents have been or will be published by the Bureau of Justice Assistance (BJA) or the Bureau of Justice Statistics (BJS) and can be obtained by contacting the BJA Clearinghouse at 1-800-688-4BJA.

Survey of Criminal History Information Systems, BJS, March 1991.

Strategies for Improving Data Quality, BJS, April 1989.

Audit Manual for Criminal History Records Systems, BJS, December 1982 (To be reissued and updated, 1991).

Report to the Attorney General on Systems for Identifying Felons Who Attempt to Purchase Firearms, BJS, October 1989.

Attorney General's Programs for Improving the Nation's Criminal History Records and Identifying Felons Who Attempt to Purchase Firearms, BJS, March 1991.

Identifying Persons, Other Than Felons, Ineligible to Purchase Firearms: A Feasibility Study, BJS, May 1990.

Planning for Automated Fingerprints Identification Systems (AFIS) Implementation (Monograph), BJA, 1988.

Compendium of State Privacy and Security Legislation, 1989 Overview, Privacy and Security of Criminal History Information, BJS, April 1990.

Criminal Justice "Hot" Files, BJS, November 1986.

Statutes Requiring the Use of Criminal History Records Information, BJS, (To be Published in 1991).

Guide to Selecting Criminal Justice Microcomputers (Monograph), BJA, 1990.

Structured Systems Development Guidelines, BJA, 1990.

APPENDIX C

LIST OF EXCLUDABLE AND DEPORTABLE OFFENSES

Criminal Grounds for Removal from the United States

A. Criminal grounds for exclusion of aliens

Criminal grounds for exclusion of aliens are enumerated in section 212 of the Immigration and Nationality Act (INA). They are included in the following list which is not exhaustive. Involvement in terrorist activities and posing a threat to the security of the United States, for example, also constitute grounds for exclusion.

Crimes involving moral turpitude (Crimes involving moral turpitude constitute grounds for removal of criminal aliens from the United States. However, there is no precise formula for determining which crimes involve "moral turpitude." A list of crimes involving moral turpitude are found in section C.

Violation of (or conspiracy to violate) any law or regulation of a State, the United States, or a foreign country relating to a controlled substance (as defined in section 102 of the Controlled Substance Act [21 U.S.C. 802]). There are some exceptions to excludability based on commission of crimes involving moral turpitude and violations of controlled substance laws. These exceptions deal with juveniles and petty criminals, and can be found in section 212 (a) (2) (A) (ii) of the INA.

Controlled substance traffickers

Prostitution and commercialized vice

Multiple criminal convictions (not necessarily crimes involving moral turpitude) for which the aggregate sentence of imprisonment imposed is five years or greater

B. Criminal grounds for deportation of aliens

Criminal grounds for deportation of aliens are enumerated in section 241 of the Act. They include the following which is not an exhaustive list. Failure to register under the Selective Service Act and falsification of documents, for example, also constitute grounds for deportation.

Crimes involving moral turpitude (see section C): requires conviction of such crime within five years after the date of entry and that the alien is either incarcerated or sentenced to incarceration for one year or longer

Multiple criminal convictions for crimes involving moral turpitude, not arising out of a single scheme of criminal misconduct, regardless of whether the sentence includes incarceration, or whether the convictions were in a single trial

Conviction of an aggravated felony any time after entry. At any time after entry, a conviction of a violation of (or conspiracy or attempt to violate) any law or regulation of a State, the United States, or a foreign country relating to a controlled substance, other than a single offense involving possession for one's own use of thirty grams or less of marijuana (same definition of a controlled substance as for exclusion grounds)

Conviction at any time after entry, under any law, of purchasing, selling, offering for sale, exchanging, using, owning, possessing, or carrying in violation of any law, any weapon, part, or accessory that is a firearm or destructive device (as defined in section 921 (a) of title 18, United States Code)

Convictions under chapter 37 (espionage), chapter 105 (sabotage), chapter 115 (treason and sedition) of title 18, United States Code, for which a term of imprisonment of five or more years may be imposed

Convictions under section 871 or 960 of title 18, United States Code, violations of the Military Selective Service Act (50 U.S.C. App. 451 et seq.), and violations of section 215 or 278 of the Act.

The INA defines certain serious criminal offenses as aggravated felonies. There are severe immigration consequences that result from conviction for crimes that are defined as aggravated felonies. Eligibility for discretionary relief from deportation is severely limited for aliens convicted of aggravated felonies. Further, the INA provides for mandatory detention and expedited deportation proceedings against aliens convicted of such offenses, which include murder, drug trafficking, illicit trafficking in firearms or destructive devices, money laundering, violent crimes carrying a prison term of five years or more, or any attempt or conspiracy to commit such acts. See INA § 242A, 8 U.S.C. 1252a.

C. Crimes Involving Moral Turpitude

Generally, conviction of the following crimes may make an alien amenable to exclusion or deportation. This list is not all inclusive.

Crimes against the person

- Murder or intentional homicide
- Voluntary manslaughter
- Manslaughter (depends on degree)
- Homicide by reckless conduct
- Attempted murder
- Kidnapping
- Mayhem
- Assault with intent to commit murder
- Assault with intent to commit abortion
- Attempted assault, second degree (with intent to commit carnal abuse and rape)
- Indecent assault (falls short of rape)
- Atrocious assault and battery
- Carrying a concealed and deadly weapon with intent to use against the person of another (where the intent to use the weapon is presumed)
- Assault in the second degree (with a weapon or other instrument likely to produce grievous bodily harm)
- Assault with a deadly and dangerous weapon
- Assault (with a weapon likely to produce bodily harm)
- Rape
- Interfering with a law enforcement officer
- Attempting to obstruct or impede the progress of justice

Crimes against property

- Arson
- Blackmail
- Forgery
- Robbery
- Embezzlement
- Larceny
- Receiving stolen goods (with guilty knowledge)
- Burglary
- Extortion
- Fraud
- Grand theft
- Transporting stolen property
- Malicious destruction of property
- Obtaining money by false pretenses
- Bribery of an amateur athlete
- Malicious trespass

Sexual and family crimes

- Practicing prostitution
- Maintaining a house of prostitution
- Renting rooms with knowledge that they were to be used for prostitution
- Adultery
- Bigamy
- Statutory rape
- Oral sexual perversion
- Soliciting commission of crimes against nature
- Soliciting people to engage in lewd or dissolute conduct
- Gross indecency
- Contributing to the delinquency of a minor (sexual acts)
- Taking indecent liberties with a child
- Incest
- Abandonment of a child

Crimes against the authority of government

- Alien smuggling, transporting or harboring
- Defrauding the U.S. by falsely issuing a narcotics prescription
- Offering a bribe to a government official
- Making, passing, or possessing counterfeit coins
- Conspiracy to violate internal revenue laws
- Use of mail to extort
- Possession of counterfeit obligations (with knowledge)
- Counterfeiting
- Conspiracy to pass counterfeit coins
- Smuggling merchandise
- Willful misapplication of funds of a savings and loan association
- Impersonating a federal officer
- False statements in the acquisition of a firearm
- False statements or entries
- Harboring a fugitive from justice
- Mail fraud
- Uttering and selling false or counterfeit immigration documents
- Influencing or injuring an officer, juror or witness
- False statements to obtain a passport
- False statements under oath in an alien's application for permanent residence
- Perjury
- Theft from U.S. mails
- Interfering with trade and commerce by violence and threats
- Taking kickbacks
- Trafficking in narcotic drugs
- Knowingly failing to report income
- Union official unlawfully accepts a loan
- Violation of Selective Service Act (false statement)
- False statement to obtain unemployment benefits

APPENDIX D

INS TRANSMITTAL FORMS

Date Form Completed:

*

*

*

*

A. Biographic Information (Alien)

Last Name		First Name	Middle Name	Immigration Number: (if known)
Aliases (if any)				A#:
				Social Security Number:
				Other I.D. No.: (FBI, SID, etc.)
Country of Birth	Country of Citizenship (if known)			Date of Birth
Last Known Place of Residence (Complete Address if Possible)				
Comments or Other Information				
Judge (if known)		Counsel for Defendant (if known)		

INSTRUCTIONS:

1. Complete each item as completely as possible to aid in locating any already existing INS record relating to subject.
2. Include in the "Comments" section of the Biographic Information block any further information that may aid in identifying subject. If subject is incarcerated, provide location of incarceration and projected release date. If subject has been placed on probation, provide the location of his probation office.
3. You may:

A. Complete Part "A" and submit this form together with a certified copy of the final conviction record (either direct appeal of right has been waived, or the appeal period has lapsed, or the appeal has been concluded). The conviction record consists of the complaint, indictment, judgement, sentencing order, and any other documents the state deems to be a part of the conviction record. The copy of the record of conviction must be certified by the custodian of the original record or by an authorized deputy.

OR:

- B. Complete Parts "A" and "B" of this form in lieu of submitting a certified copy of the conviction record.
4. Attach an addendum for each additional count.

Complete Section B only if "Abstract" is to be used in lieu of submitting certified copies of "Final Conviction Record."
 (For all multi-count indictments please specify all counts for which convictions were received.)

B. Abstract of Conviction

Last Name			First Name			Middle Name		
Aliases (if any)						Date of Birth (mo) (day) (yr)		
Name of Court: State			County			Court I.D. Number		
Judge (if known)				Counsel for Defense (if known)				
Charge (section of law violated)				Date of Offense		Date of Conviction		
Description of Crime (please be specific; i.e., manslaughter, murder I, etc.)						Controlled Dangerous Substance and amount		
Felony <input type="checkbox"/> Misdemeanor <input type="checkbox"/>								
Trial: (if known)		Court <input type="checkbox"/>		Jury <input type="checkbox"/>		Plea <input type="checkbox"/>		Date of Imposition of Sentence
Sentence: (Please specify total sentence, period of incarceration, probation and suspension of sentence.)							Earliest Possible Release Date (if known)	
Disposition of Appeal: Affirmed <input type="checkbox"/> Reversed <input type="checkbox"/> Waived <input type="checkbox"/> Appeal Period Expired <input type="checkbox"/> Other (i.e., Deferred Judgement) <input type="checkbox"/> Explain:								
Parole Violation: Yes <input type="checkbox"/> No <input type="checkbox"/> (prior or present)								
Prior Conviction Record			Yes <input type="checkbox"/> No <input type="checkbox"/>		Prior Conviction Case Number:			
I hereby certify that the information contained in this abstract of judgement is a true and correct copy of the information contained in the original record of conviction.								
Signature				Clerk of Court or Authorized Deputy (specify)			Date	

APPENDIX E

INS DISTRICT OFFICES

MAILING ADDRESSES OF INS DISTRICT OFFICES NATIONWIDE

DISTRICT

JURISDICTION

DISTRICT DIRECTOR
620 EAST 10TH AVENUE
SUITE 102
ANCHORAGE, ALASKA 99501
(907) 271-3105

ALASKA

DISTRICT DIRECTOR
4420 NORTH FAIRFAX DRIVE
ROOM 510
ARLINGTON, VIRGINIA 2220
(202) 307-1594

(WASHINGTON DISTRICT)
DISTRICT OF COLUMBIA
VIRGINIA

DISTRICT DIRECTOR
77 FORSYTH STREET S.W.
ROOM Q-83
ATLANTA, GEORGIA 30303
(404) 331-0793

GEORGIA
NORTH CAROLINA
SOUTH CAROLINA
ALABAMA

DISTRICT DIRECTOR
101 WEST LOMBARD STREET
BALTIMORE, MARYLAND 21201
(301) 962-7449

MARYLAND

DISTRICT DIRECTOR
2901 METRO DRIVE, SUITE 100
BLOOMINGTON, MINNESOTA 55425
(612) 851-7926

(ST. PAUL DISTRICT)
MINNESOTA
NORTH DAKOTA
SOUTH DAKOTA

DISTRICT DIRECTOR
JOHN F. KENNEDY FEDERAL BLDG.
GOVERNMENT CENTER ROOM 706
BOSTON, MASSACHUSETTS 02203
(617) 565-1361

CONNECTICUT
NEW HAMPSHIRE
MASSACHUSETTS
RHODE ISLAND

DISTRICT DIRECTOR
U.S. COURT HOUSE
68 COURT STREET
BUFFALO, NEW YORK 14202
(716) 846-4751

NEW YORK STATE EXCEPT THAT PART
WITHIN JURISDICTION OF NEW YORK
DISTRICT

DISTRICT DIRECTOR
219 SOUTH DEARBORN STREET
ROOM 412
CHICAGO, ILLINOIS 60604
(312) 886-8058

ILLINOIS
INDIANA
WISCONSIN

DISTRICT DIRECTOR
1240 EAST NINTH STREET
CLEVELAND, OHIO 44199
(216) 522-4774

OHIO

DISTRICT DIRECTOR
8101 NORTH STEMMONS
DALLAS, TEXAS 75247
(214) 655-3025

DISTRICT DIRECTOR
ALBROOK CENTER
4730 PARIS STREET
DENVER, COLORADO 80239
(303) 371-3841

DISTRICT DIRECTOR
FEDERAL BUILDING
333 MOUNT ELLIOTT STREET
DETROIT, MICHIGAN 48207
(313) 226-3270

OKLAHOMA
TEXAS COUNTIES:
ANDERSON, ANDREWS, ARCHER,
ARMSTRONG, BAILEY, BAYLOR,
BORDEN, BOSQUE, BOWIE,
BIRISCOE, CALLAHAN, CAMP,
CARSON, CASS, CASTRO, CHEROKEE,
CHILDRESS, CLAY, COCHRAN,
COLLINGSWORTH, COMANCHE, COOKE,
COTTLE, CROSBY, DALLAM, DALLAS,
DAWSON, DEAF SMITH, DELTA,
DENTON, DICKENS, DONLEY,
EASTLAND, ELLIS, ERATH, FANNIN,
FISHER, FLOYD, FOARD, FRANKLIN,
FREESTONE, GAINES, GARZA, GRAY,
CRAYSON, GREGG, HALE, HALL,
HAMILTON, HANSFORD, HARDEMAN,
HARRISON, HARTLEY, HASKELL,
HEMPHILL, HENDERSON, HILL,
HOCKLEY, HOOD, HOPKINS,
HOUSTON, HOWARD, HUNT,
HUTCHINSON, JACK, JOHNSON,
JONES, KAUFMAN, KENT, KING,
KNOX, LAMAR, LAMB, LEON,
LIMESTONE, LIPSCOMB, LUBBOCK,
LYNN, MARION, MARTIN, MITCHELL,
MONTAGUE, MOORE, MORRIS,
MOTLEY, NAVARRO, NOLAN,
ORCHILTREE, OLDHAM, PALO PINTO,
PANOLA, PARKER, PARMER, POTTER,
RAINS, RANDALL, RED RIVER,
ROBERS, ROCKWALL, RUSK, SCURRY,
SHACKELFORD, SHERMAN, SMITH,
SOMERVELL, STEPHENS, STONEWALL,
SWISHER, TARRANT, TAYLOR,
TERRY, THROCKMORTON, TITUS,
UPSHUR, VAN ZANDT, WHEELER,
WICHITA, WILLBARGER, WISE,
WOOD, YOAKUM, AND YOUNG.

COLORADO
UTAH
WYOMING

MICHIGAN

DISTRICT DIRECTOR
P.O. BOX 9398
EL PASO, TEXAS 79984
(915) 534-6615

DISTRICT DIRECTOR
2102 TEEGE STREET
HARLINGEN, TEXAS 78550
(512) 427-8592

DISTRICT DIRECTOR
FEDERAL BUILDING
301 SOUTH PARK
ROOM 512
HELENA, MONTANA 59626
(406) 449-5220

DISTRICT DIRECTOR
595 ALA MOANA BLVD.
HONOLULU, HAWAII 96813
(808) 541-1382

DISTRICT DIRECTOR
509 NORTH BELT
3RD FLOOR
HOUSTON, TEXAS 77060
(713) 847-7955

DISTRICT DIRECTOR
9747 NORTH CONANT AVENUE
KANSAS CITY, MISSOURI 64153
Z9816) 891-8350

DISTRICT DIRECTOR
300 NORTH LOS ANGELES STREET
ROOM 7122
LOS ANGELES, CALIFORNIA 90012
(213) 894-2826

NEW MEXICO
TEXAS COUNTIES:
BREWSTER, CRANE, CULBERSON,
ECDTOR, EL PASO, HUDSPETH, JEFF
DAVIS, LOVING, MIDLAND, PECOS,
PRESIDIO, REEVES, TERRELL,
UPTON, WARD, AND WINKLER.

TEXAS COUNTIES:
BROOKS, CAMERON, HIDALGO,
KENNEDY, KLEBERG, STARR AND
WILLACY.

MONTANA
IDAHO COUNTIES EXCEPT:
BENEWAH, BONNER, BOUNDARY,
CLEARWATER, IDAHO, KOOTENAI,
LATAH, LEWIS, NEZ PERCE, AND
SHOSHONE; ALSO, OVER THE UNITED
STATES IMMIGRATION OFFICE
LOCATED IN CALGARY, ALBERTA,
CANADA.

HAWAII
GUAM
MARIANA ISLANDS

TEXAS COUNTIES:
ANGELINA, AUSTIN, BRAZORIA,
CHAMBERS, COLORADO, FORT BEND,
GALVESTON, GRIMES, HARDIN,
HARRIS, JASPER, JEFFERSON,
LIBERTY, MADISON, MATAGORDA,
MONTGOMERY, NACOGDOCHES,
NEWTON, ORANGE, POLK, SABRINE,
SAN AUGUSTINE, SAN JACINTO,
SHELBY, TRINITY, TYLER, WALKER,
WALLER, WASHINGTON, AND
WHARTON.

KANSAS
MISSOURI

CALIFORNIA COUNTIES:
LOS ANGELES, ORANGE, RIVERSIDE,
SAN BERNARDINO, SAN LUIS
OBISPO, SANTA BARBARA, AND
VENTURA

DISTRICT DIRECTOR
7880 BISCAYNE BLVD.
ROOM 970
MIAMI, FLORIDA 33138
(305) 536-4529

FLORIDA

DISTRICT DIRECTOR
POSTAL SERVICES BUILDING
701 LOYOLA AVENUE
ROOM T-8037
NEW ORLEANS, LOUISIANA 70113
(504) 589-6635

LOUISIANA
ARKANSAS
MISSISSIPPI
TENNESSEE
KENTUCKY

DISTRICT DIRECTOR
26 FEDERAL PLAZA
SUITE 14-100
NEW YORK, NEW YORK 10278
(212) 264-5821

NEW YORK COUNTIES:
BRONX, DUTCHESS, KINGS, NASSAU,
NEW YORK, ORANGE, PUTNAM,
QUEENS, RICHMOND, ROCKLAND,
SUFFOLK, SULLIVAN, ULSTER, AND
WESTCHESTER; ALSO, U.S.
IMMIGRATION OFFICE LOCATED IN
HAMILTON, BERMUDA.

DISTRICT DIRECTOR
970 BROAD STREET
NEWARK, NEW JERSEY 07102
(201) 645-8350

NEW JERSEY

DISTRICT DIRECTOR
3736 SOUTH 132ND STREET
OMAHA, NEBRASKA 68144

IOWA
NEBRASKA

DISTRICT DIRECTOR
1600 CALLOWHILL STREET
PHILADELPHIA, PENNSYLVANIA
19130
(215) 597-734503

PENNSYLVANIA
DELAWARE
WEST VIRGINIA

DISTRICT DIRECTOR
2035 NORTH CENTRAL AVENUE
PHOENIX, ARIZONA 85004
(208) 379-3116

ARIZONA
NEVADA

DISTRICT DIRECTOR
739 WARREN AVENUE
PORTLAND, MAINE 04103
(207) 780-3638

MAINE
VERMONT

DISTRICT DIRECTOR
FEDERAL OFFICE BUILDING
511 NORTHWEST BROADWAY
ROOM 406
PORTLAND, OREGON 97209
(503) 326-2168

OREGON

DISTRICT DIRECTOR
U.S. FEDERAL BUILDING
727 DURANGO
SUITE A-301
SAN ANTONIO, TEXAS 78206
(512) 229-6370

TEXAS COUNTIES:
ARANSAS, ATASCOSA, BANDERA,
BASTROP, BEE, BELL, BEXAR,
BLANCO, BRAZOS, BROWN,
BURLESON, BURNET, CALDWELL,
CALHOUN, COKE, COLEMAN, COMAL,
CONCHO, CORYELL, CROCKETT, DE
WITT, DIMMITT, DUVAL, EDWARDS,
FALLS, FAYETTE, FRIO,
GILLESPIE, GLASSCOCK, GOLIAD,
GONZALES, GUADALUPE, HAYS,
IRION, JACKSON, JIM HOGG, JIM
WELLS, KARNES, KENDALL, KERR,
KIMBLE, KINNEY, LAMPASAS, LA
SALLE, LAVACA, LEE, LIVE OAK,
LLANO, MCCULLOCH, MCLENNAN,
MCMULLEN, MASON, MAVERICK,
MEDINA, MENARD, MILAM, MILLS,
NUECES, REAGAN, REAL, FEFUGIO,
ROBERTSON, RUNNELS, SAN
PATRICIO, SAN SABA, SCHLEICHER,
STERLING, SUTTON, TOM GREEN,
TRAVIS, UVALDE, VAL VERDE,
VICTORIA, WEBB, WILLIAMSON,
WILSON, ZAPATA, ZAVALA.

DISTRICT DIRECTOR
880 FRONT STREET
ROOM 2-N-2
SAN DIEGO, CALIFORNIA 92188
(619) 557-6011

CALIFORNIA COUNTIES:
IMPERIAL
SAN DIEGO

DISTRICT DIRECTOR
APPRAISER'S BUILDING
630 SANSOME STREET
ROOM 232
SAN FRANCISCO, CALIFORNIA
94111
(415) 705-4560

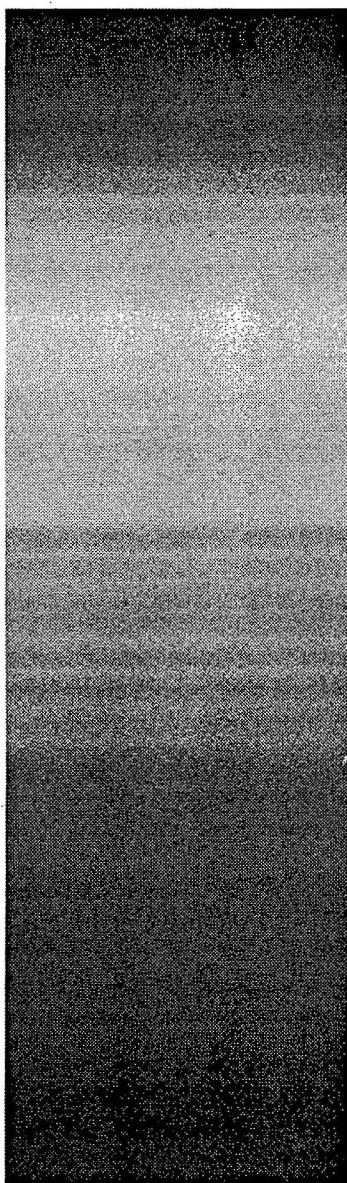
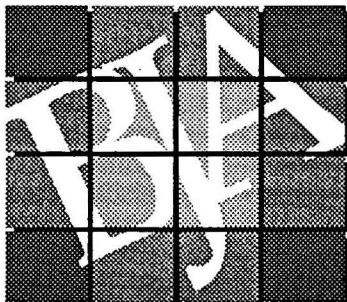
CALIFORNIA COUNTIES:
ALAMEDA, ALPINE, AMADOR, BUTTE,
CALAVERAS, COLUSA, CONTRA
COSTA, DEL NORTE, EL DORADO,
FESNO, GLENN, HUMBOLDT, INYO,
KERN, KINGS, LAKE, LASSEN,
MADERA, MARIN, MARIPOSA,
MENDOCINO, MERCED, MODOC, MONO,
MONTEREY, NAPA, NEVADA, PLACER,
PLUMAS, SACRAMENTO, SAN BENITO,
SAN FRANCISCO, SAN JOAQUIN, SAN
MATEO, SANTA CLARA, SANTA CRUZ,
SHASTA, SIERRA, SISKIYOU,
SOLANO, SONOMA, STANISLAUS,
SUTTER, TEHAMA, TRINITY,
TULARE, TUOLUMNE, YOLO, AND
YUBA.

DISTRICT DIRECTOR
GPO BOX 5068
SAN JUAN, PUERTO RICO 00936
(809) 766-5053

PUERTO RICO
U.S. VIRGIN ISLANDS

DISTRICT DIRECTOR
815 AIRPORT WAY SOUTH
SEATTLE, WASHINGTON 98134
(206) 553-7924

WASHINGTON
IDAHO COUNTIES:
BENEWAH, BONNER, BOUNDARY,
CLEARWATER, IDAHO, KOOTENAI,
LATAH, LEWIS, NEZ PERCE AND
SHOSHONE; ALSO, U.S.
IMMIGRATION OFFICES LOCATED IN
THE PROVINCE OF BRITISH
COLUMBIA, CANADA.



Bureau of Justice Assistance

**Comments from Review
of Draft Guidance for
the Improvement of
Criminal Justice
Records**

DRAFT

September 1991

COMMENTS FROM REVIEW OF DRAFT GUIDANCE FOR THE IMPROVEMENT OF CRIMINAL JUSTICE RECORDS

In early June 1991, the Bureau of Justice Assistance distributed a draft guidance document, at that time called the *Guidance for Implementation of New Provisions Related to Criminal Records and Reporting to INS*, to State and local criminal justice agencies and associations for review. The following is a summary of the comments received and BJA's response to each comment. The responses explain how the issue was addressed, provide an interpretation of specific provisions in the guidelines or explain why a recommended change was not made.

FIVE PERCENT SET-ASIDE FOR CRIMINAL RECORD IMPROVEMENT

COMMENT

States should be allowed to use the five percent set-aside to perform the planning functions, especially the quality audits and needs assessments (if necessary).

It is not practical to require a full plan with identified programs for funding in the FY 1992 application.

The five percent should be excluded from the pass-through requirement. The guidelines should clarify if the five percent set-aside must be considered separate from the pass-through or be included in the State portion.

Does the five percent require match?

Obtaining matching funds, especially to develop the plan will be difficult for many States and match will not be available until July, 1993.

Acknowledge in the guidelines that similar steps previously taken by States may be substituted for steps specified. Does participation in the criminal history record improvement program satisfy some of the audit-assessment requirements?

RESPONSE

The guidelines have been changed to allow States to submit a request to use part of five percent for planning functions.

There is no deadline for the plan. States are at varying stages in the improvement of their records systems. Some States may be in full compliance with the requirements and will request a waiver during the first year. Other States may require a year or two to complete the planning process, with implementation extending over a number of years.

General Counsel finds no basis for excluding the five percent from the pass-through. Any funds used by local units of government to improve their records or reporting would count against the pass-through requirement. States can obtain waivers from local units of government if necessary.

Yes, the matching requirement is the same for these funds as for other program funds. This has been clarified in the guidelines.

The State should request approval to use overmatch from other projects, if appropriate. If match is assured, Federal funds can be used prior to receiving match.

Planning and records improvement activities initiated under the Criminal History Record Improvement (CHRI) Program or through State initiatives should be built upon and incorporated into the planning process outlined in the guidelines. The CHRI program and the requirements related to the five-percent set aside are complementary.

The guidelines should require the plan to indicate how the information and reports generated from the system will be used to improve the formulation of policy and allocation of resources.

Allow States sufficient time to implement each phase of the program. Allow each State to determine its planning process.

Grant a waiver to States which make a good faith effort to collect the data but are unable to due to situations beyond their control.

Are juveniles included in the definition of "final dispositions of all arrests for felony offenses"? Fingerprints of minors cannot be placed in the automated fingerprint system unless waived to adult court.

Does the five percent requirement apply to Federal funds only or State/Federal funds?

The guidelines need to be clarified to indicate what is required and what is merely recommended. Many of the "shoulds" in the guidelines should be changed to "must".

While primary responsibility for criminal histories and reporting lies with the executive branch of government, the courts are essential sources of information. Plans for utilization of funds set aside for implementation should therefore be subject to approval of the Chief Justice in each State or the Chief Justice's designated representative.

The final element (provision to ensure data quality) under Step IV should include a requirement that reported data be entered accurately and in a timely fashion by the repository.

This is a laudable goal but not a requirement of the legislation.

The guidelines provide considerable flexibility to the States to determine the planning process and a reasonable implementation timetable.

BJA does not have the authority to grant a waiver for good faith effort. The State must continue to work toward the goals until achieved.

This provision only applies to the records required to be maintained by the central repository. States are not required to add juvenile or misdemeanor records not required by State law.

The requirement applies to the Federal funds only, but they must be matched.

The guidelines are written to provide guidance to the States on the implementation of the new provisions, while providing the States with enough flexibility to address their needs. BJA has reviewed the guidelines and changed the language to indicate which requirements are mandatory.

The guidelines recommend the establishment of a criminal justice records improvement task force with representation from the courts. Although judicial approval is not required, the language in the guidelines has been changed to clarify the importance of participation by the repository, the courts and all other source agencies. Because the required improvements cannot be implemented without the cooperation and involvement of all of these entities, BJA will carefully review the level of participation before approving the plan.

The guidelines have been changed to include this requirement.

Funding to local law enforcement agencies, DA's, courts and corrections will be required to obtain accurate and timely submission of CHR for all reporting agencies. Some statute changes would be necessary to require fingerprint cards on all arrests, to require the district court to advise the repository when all appeals have been exhausted, to require fingerprinting of all persons charged, whether arrested or not, and to mandate sanctions for failure to report.

The 90 percent completeness criterion for past records should be established as a requirement.

While full automation of criminal histories from the past five years is an ideal goal, the costs to each prosecuting and police agency would be prohibitive. Suggest a more modest time frame (2 years).

Several references are made about the difficulty in meeting the FBI Voluntary Standards for Improving the Quality of Criminal Justice Records Information.

Apparently, BJA envisions that the independent data quality audit will be a more rigorous review than the assessment required as part of the plan development.

Independent audit should be defined as one which is performed or supervised by some agency or entity other than the repository.

The five percent set-aside may be used for costs related to the accurate and timely reporting of criminal history records.

States should try to complete records for the past five years. However, it is more important to concentrate on current records to ensure that all future records are complete. If the State has made substantial improvement of past records but is unable to obtain certain records (e.g., useable fingerprint cards are not available) or if the costs of completing the remaining records are prohibitive, BJA may consider approval of the waiver.

The requirement related to full automation requires that the central repositories automate all manual records in their possession for the past five years. It does not require any action on the part of prosecuting or police agencies.

These guidelines do not require implementation of the FBI Voluntary Standards. They are provided as an appendix for reference purposes only. As States are improving their criminal history records systems, they may also want to consider compliance with the Voluntary Standards.

The initial assessment need not be as rigorous as the final audit. The purpose of the initial assessment is to provide the State with sufficient information about the quality and completeness of their records to develop a plan. For example, it is important to know that approximately 30 percent of the records contain dispositions rather than 80 percent. However, the plan which the State develops will not be affected if that figure is off by a few percentage points. A more rigorous audit of the records is required to support a request for a waiver of the five percent set-aside.

The guidelines have been changed to clarify that issue.

The guidelines should describe the scope and nature of the data quality audit that will be required, the methods that must be utilized and the reliability of audit results necessary to establish compliance.

References to "State audit office" should be changed to the "State agency responsible for performance audits".

"Dispositions" should be defined to mean case termination by release without charging, prosecutor declination or court adjudication.

The reference to the National Incident Based Reporting System should be deleted since it has nothing to do with the improvement of criminal history records.

The compliance criteria appear to be unrealistically high, particularly if applied on October 1, 1991. Establish a lower initial level that would increase over a period of time. Criteria to Define Compliance should be changed from October 1, 1991 to January 1, 1993.

BJA will provide the States with guidance on performing data quality audits. Some work has already been done by BJS and others which will be helpful to the States. BJA is also considering developing training for state auditors or those in the States responsible for overseeing an audit conducted by outside organizations.

State Audit Office refers to the office responsible for conducting either financial or performance audits regardless of the official agency title in the State.

That definition has been added to the guidelines.

The reference to the National Incident Based Reporting System is included as a reminder that there are other efforts underway which will affect criminal records in the States and that these should be considered throughout the planning process to ensure that the system changes implemented to meet this requirement are compatible with and facilitate other required changes or enhancements.

The criteria are applied to records beginning with arrests made on or after October 1, 1991, because that is the effective date of the legislation. States which are still in the planning phase on that date should make provisions in the implementation strategy to retrieve unreported information for this period. The guidelines provide greater flexibility relative to records for the previous five years. States are required to make a reasonable attempt to improve these records, but BJA can waive or reduce this requirement if the time or costs involved exceed the benefits.

REPORTING OF ALIENS TO INS

COMMENT

It is becoming increasingly burdensome and counterproductive to State and local drug enforcement efforts dealing with the increasing number of special conditions and requirements being imposed by Congress and OJP concerning use of these Federal Formula Grant monies. The requirement to begin reporting convictions of possible aliens to the INS is an example in which States must expend considerable sums of money, which could be better targeted for local drug enforcement efforts, to address what is essentially a Federal responsibility. Termination of the Formula Grant funds because of non-compliance with the INS requirement is a high penalty. The entire program has digressed from voluntary to mandatory and these unsolicited changes will damage the good working relationship between the States and DOJ.

The law provides that the States must provide alien conviction information to INS without fee. This approach departs from established Congressional precedents recognizing that the costs of additional information-supplying burdens placed upon the States by Federal law should be paid by the Federal agencies that benefit from the information. Federal funding (separate from the Formula Grant funds) should be provided to support the costs for State and local agencies to assist the INS in fulfilling its mandate.

Given the expense involved in meeting the INS requirements, INS should provide an assessment of its ability to act upon the conviction data provided by the States. Does INS have a list of deportable offenses?

The States should be allowed to utilize the five percent set-aside to meet the INS requirements.

RESPONSE

The deportation of convicted aliens should benefit the States by reducing the potential for recidivist behavior by aliens who have been deported. The States should also realize a reduction in the costs of correctional supervision (probation and parole) as a result of the prompt deportation of convicted aliens.

The guidelines provide as much flexibility as possible in an effort to reduce the burden on the States.

BJA must implement the law as written but has tried to make the guidelines flexible enough to allow the States to establish a reporting mechanism which causes minimal burden.

The Senate Crime Bill, if passed, would create a Criminal Alien Identification and Removal Fund, which would provide funds to INS to assist it in the identification, investigation, apprehension, and deportation of aliens who have committed an aggravated felony. Ten percent of the monies from the fund may be distributed to the States to assist with the identification of aliens and reporting of convictions. Hopefully some funding will be available to the States in the future to assist with any burden.

The expeditious deportation of criminal aliens is a priority at INS and the agency is working to maximize its efforts to deport offenders. A list of deportable offenses is included as an appendix to the guidelines.

The purpose of the five percent set-aside, required under a separate statute, is to improve criminal records. Only incidental expenses associated with the implementation of the INS reporting requirement will be allowed.

The guidelines should provide for a single repository of all criminal justice data to meet both requirements.

The required reporting for both INS and criminal justice records should be consistent. More information and a broader range of convictions is required for INS reporting than is recommended for criminal history records.

The State central repository does not collect information on misdemeanors. Requiring the reporting of misdemeanors will require a major investment in time and resources.

At what stage in the process and in what agency should alien status be determined?

Phase II of the INS plan lacks any clear form of a model or proposed plan. Given this lack of "experience data", we are unable to determine true impact or ramifications on the repository but believe it will be significant.

Recommendation: Implementation should be delayed to allow for the creation of a committee consisting of INS, State repository directors, State and Federal judges and court clerks, State planning agency personnel and other appropriate persons.

The planning process for the INS requirement should be separated from the planning for criminal justice records improvement.

This is not required, but a State could decide to implement this recommendation through the planning process.

Data not required in criminal records upgrade has been made optional.

Information on deportable misdemeanor convictions should be provided. See Appendix C of the Guidelines for a list of deportable offenses. INS can and will deport offenders convicted of deportable misdemeanor offenses. States which plan to report to INS through the central repository but which do not collect information on misdemeanors should address, in their plan, the feasibility of collecting information on deportable misdemeanors.

The States are asked to provide data concerning place of birth or citizenship only. INS will make the determination of alien status. Each State should identify the stage in the process where information on place of birth or citizenship will be collected during the planning process and should define responsibilities in the plan.

Under the statute as enacted, BJA has no authority to delay implementation. Since the method of implementation may vary from States to State, the task forces in each State should determine the best method of meeting this requirement rather than establishing a national task force to make recommendations which will affect all States.

Since both of the new requirements deal with criminal records, the planning should be done together to ensure a coordinated response. The actual means of implementation could be done on totally separate tracks. For example, a State could decide to provide hard copies of the alien information directly from the courts. However, if the planning for both provisions is done jointly, States which are making changes in their central repository records may find it to be most efficient to include the new elements required by INS so that reporting can be done by the central repository.

It will be difficult to meet the 30 day reporting requirement because sentencing often does not take place within that timeframe. Some appeal rights cannot be waived, and these appeals may take years. Are States expected to provide conviction information and provide follow-up sentencing information?

Recommendation: Convictions should be reported after the date of sentencing and then only 30 days after receipt by the agency responsible for reporting to the INS.

Recommendation: Report the convictions/sentences to INS and have INS require the offender to demonstrate that an appeal has been perfected and filed.

The requirement that the records be certified by the court or a person at the central repository deputized by the court is a problem (e.g. NY has 1,200 courts of jurisdiction). The documents are coming directly from a State agency whose job it is to process criminal history record information. No other local, State or Federal agency to which CHRI is sent requires this confusing certification. Why INS? Repositories do not have judgments of convictions.

Recommendation: Require that a person at the central repository certify that the record is a true and accurate representation of the records in the repository files.

It is not clear which data elements on the transmittal forms are mandatory and which are optional.

Citizenship is not collected. Reporting formats would have to be changed (e.g. Since NY receives 600,000 fingerprint cards annually, changing computer programs would require two years and significant cost.)

Recommendation: Modify the FBI arrest fingerprint card to collect citizenship data.

One State indicated that reporting formats would have to be changed to include place of birth and one State collects place of birth for actual or suspected aliens only).

Convictions need not be reported to INS until 30 days after the offender has been sentenced and all appeals have been exhausted or waived or the appeal period has lapsed. States with the capability are encouraged to report at the time of arrest with updates at conviction and sentencing.

Recommendation #1, whereby the State reports convictions after the date of sentencing and within 30 days after the date of receipt by the agency responsible for reporting to INS, is acceptable to INS as long as INS is notified if an appeal is filed and is provided with updated information when it becomes available.

The law requires that certified records be submitted to INS. The records must be certified for use in court. As long as the process for transmission of conviction records from the courts to the central repository preserves the integrity of the records and ensures that they are not subject to tampering, the repository should be able to certify as to the accuracy of the records provided to INS. If the records are challenged in court, both the person from the court responsible for submitting the records to the repository and the person in the repository who certifies the records submitted to INS may be called to testify in court. If the method of transmission between the court and the repository does not provide for the accurate reporting of disposition information, the State should address this issue under the criminal justice records improvement program.

The forms have been revised to indicate which information should be provided, if available, to assist INS with the deportation process and reduce the need to request additional information from the courts.

If the records include information on country of citizenship, it should be included. If citizenship is not available, INS will use place of birth to investigate alien status.

Place of birth or citizenship must be identified but need not be reported for offenders not suspected of being an alien.

Most States do not collect:

- o Immigration Number
- o Counsel for Defendant
- o Judges Name
- o Controlled Dangerous Substance and Amount
- o Trial
- o Earliest Possible Release Date

Central repositories should be required to submit the information requested in section A. INS should determine which offenders are aliens and request additional information on these offenders.

The guidelines suggest that the repositories can do the required reporting to INS. The most logical way to implement the INS reporting requirement in most States may be to have the judiciary report directly to INS. They have all of the necessary information.

What is the purpose for indictment records. The repository does not have indictment records nor are there indictment records in the majority of cases which are filed by information.

DOC currently provides alien information to INS on Form G340. If phase I requires information from local correctional facilities, considerable time and effort will be required.

Parole violation should be clarified.

Immigration number, defense counsel, judge, trial and release date should be provided to INS if available to assist it with the deportation process and to reduce the need to request additional information from the courts. The type and amount of controlled substance are required to determine deportability. The earliest possible release date is needed so INS can process the case prior to the date of release from incarceration. States which do not currently collect this information should address the feasibility of collecting this information during their planning process.

Based on feedback from the States that certain information would be difficult to obtain, the guidelines have been changed to make those elements optional. Thus, the repositories in most States should be able to provide all of the required information, generally eliminating the need for INS to obtain information from the courts.

The guidelines do not require that reporting be done through the repositories. It is offered as an option for States which find this the most efficient way of reporting. The planning process should identify the best method of reporting for that State. The guidelines offer the flexibility to use any reasonable method of reporting.

INS needs the information found in the indictment records to determine whether a person is deportable and the section of the Immigration law which has been violated. If the INS forms contained in Appendix D are completed or if that information is provided through the central repository, copies of indictment records are not required.

During Phase I, States should concentrate on offenders sentenced to prison, including those held in local jails awaiting placement in prison. States which can also provide information on offenders sentenced to local jails during phase I are encouraged to do so. States which cannot, should do so during phase II.

A "yes" should be reported under "Parole Violation" if the current offense is a parole violation and/or if there have been previous parole violations. This information is used to demonstrate the seriousness of the offender's criminal history.

The largest city in the State is under an executive order prohibiting all city departments from inquiring into a person's citizenship or immigration status.

It will be difficult to identify aliens. Some agencies do not request this information, there may be legal problems related to using this information against the person and/or many offenders will not tell the truth. The criminal justice community knows very little about identifying aliens (e.g., if an offender does not have a SS# is he assumed to be an alien?). Does INS have a "profile" of "suspected aliens" to make such identification easier for the States? INS needs to inform the criminal justice community of reliable methods to identify aliens.

The timeframe for compliance with the INS reporting requirement of October 1, 1991, is unrealistic. The 90 percent compliance requirement is not mandated by Federal law and is inconsistent with other sections in the guidance, which allow the States to implement the alien conviction requirement using a two-phased approach.

Recommendation: The guidelines should be modified to require substantial compliance over a period of years.

The plan for reporting is broken down into phases I and II. Will the guidelines give any deadlines for implementation of these plans?

How long will INS have to review and approve the plan? If the plan is not approved, will the States have adequate time to correct and resubmit. On what basis will the plan be reviewed?

The guidelines should be more specific on what constitutes a plan for the reporting of this information.

The guidelines should contain an explicit exclusion of convictions for traffic violations.

During the planning process, the State should explore other methods of providing INS with conviction records from this jurisdiction, such as through the courts, through the central repository, or other means.

The State is only required to provide place of birth and/or country of citizenship. The States are not asked to investigate or verify alien status. INS will use the information provided by the States to verify alien status.

Guidelines have been modified to make it clear that the timelines for implementation will be defined by the State in the plan and reasonable timeframes will be approved.

Reasonable timelines for implementation should be outlined in the plans for phase I and phase II. Timelines will vary depending on the quality of the records.

INS will not approve the plans. It will be asked to provide comments, which will be considered in BJA's decision to approve or deny the plans. BJA will apply the 45 day period allowed for review of Formula Grant applications to the criminal justice records improvement plans; thus INS will be requested to provide comments within a three-week period.

The guidelines have been changed.

The requirement does not apply to traffic offenses.

Rather than submitting records on all foreign born defendants, the prosecutors should be required to have the court ask the citizenship and residency status of all foreign born defendants. If the party appears to be an alien or admits to being an alien, records should be forwarded to INS.

Obtaining an alien's criminal conviction in certified form will be costly to local prosecutors' offices. INS should either pay or allow the Chief Prosecutor, or his designee, to administratively certify an abstract of a conviction in lieu of the certified conviction.

INS should deport convicted aliens as soon as possible upon notification of conviction, before States spend time and money for prison care.

Delete the requirement that the detailed transmittal form proposed by INS be utilized. Substitute a requirement to annotate certified copies of conviction records with the SID numbers assigned to the convicted aliens and with their home address as of the their conviction date.

Sentencing procedures will have to be modified by statute or rule to require courts to determine citizenship status and to forward records to INS. Implementation should not be mandated until legislatures and rule-making bodies have had the opportunity to modify procedures. FY 1992 should be used for development of comprehensive plans.

Recommendation Change the assurance to read: "an assurance that the State has established a plan or is in the process of developing a plan to be implemented no later than January 1, 1992, in which that State will provide ..."

Unless reasonable accommodation is made with the States, the penalty may result in the termination or interruption of effective anti-drug programs. BJA should take into account the status of each State's criminal records systems, realistic timetables and resources necessary to reach compliance, and legislative or other action needed to achieve cooperation across different branches and levels of government.

The State has that option. The method of reporting should be determined during the planning process and defined in the plan.

The certified records will generally be provided by the courts or the central repository and will not require involvement of the prosecutor.

INS cannot, by law, deport an offender sentenced to prison until the sentence has been served.

If certified copies of conviction are transmitted, only section A of the forms is required.

BJA has no authority to delay implementation of the requirement. The plan should outline a reasonable timetable for implementation of the reporting to INS. Existing reporting mechanisms should continue to be used and/or expanded until the plan is fully implemented.

The guidelines allow the flexibility requested.

It would be helpful if INS submitted policies and procedures regarding deportation. It may be necessary to redesign the fingerprint card designating the citizenship of the individual or some further identifier to be reported by the arresting agency and supported by the judicial process.

The States should not be penalized by the inability of some INS offices to accept data electronically. If most INS offices have this capability, then it is incumbent upon INS to see that all of its offices are so equipped.

INS is preparing information on the deportation process which will be provided to the States as background information.

Information should be provided in printout form to those offices which cannot accept electronic records.

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

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To: AG. (THRU OJP/GURULE) ODD: NONE
Date Received: 10-29-91 Date Due: NONE Control #: X91102918361
Subject & Date

10-28-91 MEMO ATTACHING ADVANCE COPIES OF THE BJA
PUBLICATION ENTITLED, "AN INTRODUCTION TO DARE: DRUG ABUSE
RESISTANCE EDUCATION (PROGRAM BRIEF)." THIS DOCUMENT IS A
REVISED VERSION OF THE ORIGINAL DARE PROGRAM BRIEF (1988).
ADVISES THAT THE DOCUMENT WILL BE MAILED BEGINNING
NOVEMBER 6, 1991, TO THE DARE REGIONAL TRAINING CENTERS FOR
OFFICERS WHO HAVE BEEN OR ARE BEING TRAINED AS DARE
INSTRUCTORS, AGENCIES WISHING TO IMPLEMENT A DARE PROGRAM,**

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(1)	OAG;	10-29-91	(5)		W/IN:
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(3)			(7)		PRTY:
(4)			(8)		1
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Remarks

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Other Remarks:

OLA CONTACT:

KMM 10-29-91

FILE: OFFICE OF JUSTICE PROGRAMS (OJP)

CROSS REFERENCES:

1. PROGRAMS/D.A.R.E. Drug Abuse Resistance Education

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EXECUTIVE SECRETARIAT

MEMORANDUM TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurule
Assistant Attorney General
Office of Justice Programs

FROM: Gerald (Jerry) P. Regier
Acting Director

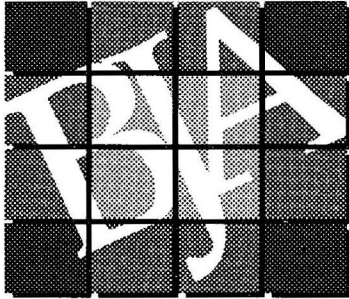
SUBJECT: Advance Notification of BJA Publication

Attached for your information are advance copies of *An Introduction to DARE: Drug Abuse Resistance Education (Program Brief)*, published by the Bureau of Justice Assistance. This document is a revised version of the original DARE Program Brief (1988). It was revised based on experience in the field, needs that have surfaced since the development of the original Program Brief, and growth the DARE program has experienced.

The document will be mailed beginning on November 6, 1991, to the DARE Regional Training Centers for officers who have been or are being trained as DARE Instructors, agencies wishing to implement a DARE program, the National Criminal Justice Reference Service, and the general public upon request.

If you have any questions about this document, please call me at 202/514-6278.

Attachments

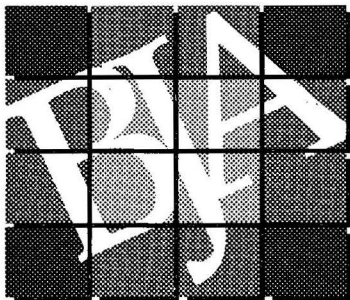


Bureau of Justice Assistance

An Introduction to DARE: Drug Abuse Resistance Education

Second Edition

PROGRAM BRIEF



Bureau of Justice Assistance

An Introduction to DARE: Drug Abuse Resistance Education

Second Edition

PROGRAM BRIEF

October 1991
NCJ 129862

**U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance**

U.S. Department of Justice

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Office of Justice Programs

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This document was prepared by the DARE Regional Training Centers, under grant numbers 89-DD-CX-K006, K007, K008, K0014, and K0017, provided by the Bureau of Justice Assistance, U.S. Department of Justice. The points of view or opinions stated in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.

**Bureau of Justice Assistance
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The Assistant Attorney General, Office of Justice Programs, establishes the policies and priorities, and manages and coordinates the activities of the Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and Office for Victims of Crime.

PREFACE

In response to mounting national concern about drug use by American youth, the Bureau of Justice Assistance has produced this publication informing law enforcement officers, educators, government officials, and other concerned citizens about DARE.

DARE (Drug Abuse Resistance Education) is a drug abuse prevention education program designed to equip elementary school children with skills for resisting peer pressure to experiment with tobacco, drugs, and alcohol. Developed in 1983 as a cooperative effort by the Los Angeles Police Department (LAPD) and the Los Angeles Unified School District (LAUSD), this unique program uses uniformed law enforcement officers to teach a formal curriculum to classroom students. DARE gives special attention to fifth and sixth grades to prepare students for entry into middle/junior high and high school, where they are most likely to encounter pressures to use drugs.

This innovative program has several noteworthy features:

- **DARE targets elementary school children.** In the past, middle/junior high and high school drug education programs have come too late to prevent drug use among youth. Therefore, substantial numbers of young people report first use of alcohol, tobacco, and marijuana by middle/junior high school.¹
- **DARE offers a highly structured, intensive fifth and sixth grade curriculum** developed by Dr. Ruth Rich, the Los Angeles Unified School District health education instructional specialist, in cooperation with recognized experts in the field. A basic precept of the DARE program is that elementary school children lack sufficient social skills to resist peer pressure to say no to drugs. DARE instructors do not use the scare tactics of traditional approaches that focus on the dangers of drug use. Instead, the instructors teach children a variety of techniques to resist peer pressure. As a result of the instruction, children gain good judgment by learning skills in

assertiveness, self-esteem, and decisionmaking and are given alternatives to tobacco, alcohol, and drug use. In many instances the DARE curriculum addresses learning objectives of the State's department of education while conforming to health education standards.

- **DARE uses uniformed law enforcement officers to conduct the class.** Uniformed officers as DARE instructors not only are role models for impressionable children but also have high credibility on the subject of drug use. Moreover, by relating to students in a role other than that of law enforcement, officers develop a rapport that promotes positive attitudes toward the police and greater respect for the law.
- **DARE represents a long-term solution to a problem that has developed over many years.** Many people believe that in time a change in public attitudes will reduce the demand for drugs. DARE seeks to promote that change. Equally important, DARE instructors instill in children decisionmaking capabilities that can be applied to a variety of situations as they mature.

In 1988, the Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice, actively supported the DARE program by awarding grants to fund four regional training centers (RTC's) to disseminate the DARE program. These grants were awarded to the Arizona Department of Public Safety, Illinois State Police, Los Angeles Police Department, and Virginia State Police. In 1989, the North Carolina State Bureau of Investigation was funded as the fifth RTC.

With the growth of the DARE program nationwide, the regional centers evolved into the DARE Training Center Policy Advisory Board (TCPAB), with authority to set the policies and procedures for DARE. The board comprises two members (a law enforcement and an educational representative) from each established federally recognized DARE RTC as well as a member from BJA.

The DARE TCPAB has responsibility for:

- Ensuring the continuity and integrity of DARE Officer Training (DOT).
- Providing technical assistance to other training centers.
- Maintaining a master training schedule for all centers conducting DOT.
- Distributing all updated DARE educational material.
- Maintaining a complete roster of personnel trained and certified in DARE.
- Reviewing and making recommendations for curriculum modifications.
- Developing, updating, and maintaining BJA/TCPAB documents.

The DARE TCPAB has defined geographical boundaries for each regional training center. This ensures accountability in the delivery of training and provides an effective means of monitoring DARE's progress. The five regional training centers and their jurisdictions are as follows:

Regional Training Centers

EAST REGION

Virginia State Police
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Richmond, VA 23261
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District of Columbia
Maine
Maryland
Massachusetts
New Hampshire
New Jersey

New York
Pennsylvania
Puerto Rico
Rhode Island
Vermont
Virginia
West Virginia

SOUTHEAST REGION

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Louisiana

Mississippi
North Carolina
South Carolina
Tennessee

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Kentucky
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Arizona
Colorado
Kansas

Nebraska
New Mexico
Oklahoma
South Dakota
Texas

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Idaho
Montana
Nevada

North Dakota
Oregon
Washington
Wyoming
Utah

ACKNOWLEDGMENTS

An Introduction to DARE: Drug Abuse Resistance Education was completed under the auspices of the DARE Training Center Policy Advisory Board chaired by Captain Michael Bostic (Los Angeles Police Department). The executive board consists of Inspector Timothy DaRosa (Illinois State Police), Deputy Director Charles Dunn (North Carolina State Bureau of Investigation), Assistant Special Agent-in-Charge Wayne Oyler (Virginia State Police), and Captain John Pope (Arizona Department of Public Safety). Members of the executive board serve as the project directors of the five DARE regional training centers, which are dedicated to improving the criminal justice system by educating youth about drug prevention.

All work on this document was completed by the TCPAB Curriculum Committee. Under the able leadership of Chairperson Linda Lang, the committee is to be commended for its commitment to excellence.

Members of the Curriculum Committee are as follows:

Linda Lang, Chairperson	Illinois State Police
David Bryant	North Carolina Department of Public Instruction

Johanna Goldberg

Los Angeles Unified
School District

Harold Lakey

Virginia Department of
Education

Terri Laurel

Arizona Department of
Public Safety

Ken Pearman

Arizona Department of
Public Safety

Don Van Velzer

Los Angeles Police
Department

Finally, special thanks are extended to Dorothy L. Everett, program manager, and Don Anderson, chief, Drug Abuse/Information Systems Branch, Bureau of Justice Assistance, U.S. Department of Justice, for their continuing support.

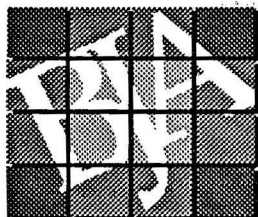


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AN INTRODUCTION TO DARE: DRUG ABUSE RESISTANCE EDUCATION

America has a drug problem.

It is a problem that exacts an enormous toll in human suffering, in the expenditure of public monies, and, more important, in the enormous waste of human potential.

It is a festering national problem with far-reaching implications.

Despite urgent warnings from parents, educators, and the mass media, many of this Nation's young people experiment with and use a variety of harmful substances, including tobacco, drugs, and alcohol.² An annual survey of high school seniors conducted for the National Institute on Drug Abuse shows that there are virtually no drug-free schools in this country. It shows that virtually all seniors (99.6 percent in the sample) attend schools in which at least one-tenth of the senior class used some illicit drug in the prior year; in fact 91 percent attend schools where at least one-quarter of the students had used an illicit drug in the senior year.³ Children as young as age 9 report that marijuana is "easy to get."⁴

Until recently, law enforcement strategies focused on the supply side of the drug problem, with millions of dollars spent each year to control the distribution and sale of illicit drugs. The confiscation of tons of narcotics and thousands of arrests have made a significant difference in decreasing the availability of drugs. Despite these strides in eliminating the supply side of the drug problem, much still needs to be accomplished in diminishing the demand side.

Law enforcement experts now recognize that the problem of substance use must be addressed by stemming the demand, especially among young people who might become tomorrow's drug users. A recent report issued by the Commission on Organized Crime concludes that the only way to significantly reduce the drug problem in the United States is through eliminating the demand for drugs.⁵

School children must be educated about the dangers of drug use and encouraged to resist subtle and direct pressures on them to experiment with drugs.

ARRESTING DEMAND: THE DEVELOPMENT OF DARE

In 1983, Chief Daryl Gates of the Los Angeles Police Department recognized that to prevent substance use among children he needed the cooperation of the Los Angeles Unified School District. Under Chief Gates' direction, LAPD collaborated with Dr. Harry Handler, superintendent of LAUSD, to launch a prevention education program that uses law enforcement officers as regular instructors in elementary classrooms.

A review of existing substance use curriculums by Dr. Ruth Rich, the health education specialist from LAUSD, showed that lessons concentrating on techniques for resisting peer pressure, on self-management skills (decisionmaking, values clarification, and problem solving), and on alternatives to drug use appeared to have the greatest degree of success.⁶ These methods were incorporated into the DARE curriculum, challenging students to consider

the consequences of their actions and involving them in classroom exercises that give them the opportunity to practice what they've learned.⁷ During DARE's first year, 1983-84, 10 officers taught the new curriculum to more than 8,000 students in 50 Los Angeles elementary schools. Subsequently, the DARE program, which originally targeted fifth and/or sixth grades, was expanded to include a junior high curriculum and lessons for kindergarten through fourth grade.

Encouraged by this success, Chief Gates invited other jurisdictions to send officers to Los Angeles for 80 hours of intensive DARE training. Officers from all 50 States have now learned how to bring the DARE curriculum to the children in their communities. Since that training began, DARE has expanded throughout the United States, and parts of Europe, and Asia.

PROGRAM GOALS AND OBJECTIVES

The major goal of DARE is to prevent substance abuse among school children.⁸

By targeting young children, DARE seeks to prevent adolescent substance abuse, thus reducing the demand for drugs. DARE lessons focus on the following points:

- Providing the skills for recognizing and resisting social pressures to experiment with tobacco, alcohol, and drugs.
- Helping enhance self-esteem.
- Teaching positive alternatives to substance use.

- Developing skills in risk assessment and decisionmaking.
- Building interpersonal and communications skills.

DARE achieves these objectives by training carefully selected veteran law enforcement officers to teach a structured, sequential curriculum in the schools.

An important byproduct of DARE is the impact made by uniformed law enforcement officers working in classrooms. These officers provide a positive role model for children in a non-threatening environment.

A PROGRAM THAT WORKS: EVALUATION RESULTS

Evaluations of DARE began along with the development of the program in Los Angeles, which has become a longitudinal research program of the Evaluation Training Institute (ETI).⁹ The results reveal great enthusiasm for the program among school principals and teachers who believe the DARE Program produces students who are less accepting of substance use and better prepared to deal with peer pressure. In addition to the ETI evaluations, the number of assessments and evaluations of DARE has grown with DARE's expansion into a national program.¹⁰

The National Institute of Justice (NIJ) is conducting an assessment of the DARE program. The assessment will consist of:

- a review of the DARE organizational structure and operation of programs nation wide; and
- a review of DARE program evaluations to determine factors that contribute to program effectiveness.

The assessment will identify ways to enhance or expand existing drug prevention and education.

Evaluations being conducted by DARE Regional Training Centers are forming the basis for extensive longitudinal studies. Answers to specific questions or information regarding this research can be obtained by contacting any of the regional training centers.

Considering the results of studies to date regarding program effectiveness, DARE students, compared with those who had not had DARE, indicated significantly lower substance use since graduation from the sixth grade. Moreover, when asked to imagine friends pressuring them to use drugs or alcohol, these students were significantly more likely to decline the offer. DARE students were also more likely to use effective refusal strategies emphasized by the DARE curriculum. These studies also found substantial evidence that DARE students experience increased self-esteem and improved attitudes toward law enforcement personnel.

CRITICAL PROGRAM ELEMENTS

The following elements are deemed essential for a successful DARE program: ¹¹

A. Joint Planning

DARE requires the investment and collaboration of law enforcement and education agencies. The initiative may be taken by either agency or by a third party, such as the mayor's office or a parents' group. However, both education and law enforcement agencies must be involved in early planning. Many issues are likely to arise during the planning period:

Will school and police administrators have difficulty working together?

Schools and police agencies often have different philosophies and administrative styles and may not be accustomed to working together. Communities find, however, that a structured program and a mutual commitment to preventing substance use among young people provide strong motivation for pursuing this cooperative effort.

Will the education community resist a law enforcement presence in the classroom?

Police officers are usually viewed as law enforcers, not as teachers. However, DARE officers are well-trained, committed individuals who quickly prove their effectiveness in the classroom. When teachers and administrators observe individual officers teaching the DARE curriculum, their former resistance changes into a receptive attitude.

Are there other school-based programs in use or being introduced to combat adolescent drug use?

A long-standing concern about substance use has generated many approaches to prevention education.

School systems must choose among many curriculums and allocate their limited resources effectively. Other educators or health specialists may be committed to another approach and may not recognize how DARE fits into the total health education program. To meet these legitimate concerns, proponents of competing programs should be invited to participate in the planning process.

How can DARE fit into an already full classroom schedule?

The DARE curriculum is multifaceted, emphasizing basic skills that students must learn to make reasonable choices for good health. DARE reinforces language arts through many of its lessons. Some States have identified ways in which the DARE curriculum meets learning objectives established by their department of education.

Can the law enforcement department afford to reassign officers to classroom duty?

The effectiveness of DARE suggests that law enforcement cannot afford to reject these prevention efforts. DARE is a long-term investment in future generations. Law enforcement administrators in hundreds of jurisdictions, having recognized the limitations of past approaches to the Nation's drug problem, have commented that the DARE program may indeed have a great impact on future drug abuse and crime.

One officer/instructor can serve as many as 10 elementary schools, conducting up to 40 classes per year. Consequently, small law enforcement departments, which may have special concerns about the time required for DARE implementation, will find that an officer can work part time as a DARE instructor, with the balance of the officer's time being devoted to other departmental activities.

B. Written Agreement

Implementation of DARE requires a partnership between law enforcement agencies and education systems. A written agreement between law enforcement and school officials demonstrates each agency's commitment to DARE and defines its respective role. This agreement generally includes:

- A statement of their mutual commitment to implement DARE as a strategy to prevent substance use among children.
- The law enforcement role: to assign qualified officers to teach the DARE curriculum in a non-law-enforcement role.
- The school role: to provide classroom time for lessons, coordinate scheduling, and encourage teachers to support and reinforce DARE classroom activities.
- The partnership role: to identify—
 - The grade(s) to be targeted and the number of schools and students to be taught.
 - The agency responsible for providing such resources as student workbooks, films, and officer teaching aides.
 - The agency responsible for program oversight.
 - The procedures for regular communication between the two agencies.

C. Officer Selection

The high quality of the officer/instructor is the key-stone of the DARE program. Officers volunteer for the program, committed to preventing substance use among young people. A minimum of 2 years' street experience, maturity, and good communication and organizational skills are generally required.

The officers should be from the local community where they will be recognized by students. However, small communities that cannot spare a local officer may recruit other law enforcement personnel to teach the program. As noted above, this commitment may be part time.

The selection process generally involves posting the position, preliminary screening, and a formal interview by a review panel that can include both police and school personnel. During these interviews, DARE candidates frequently reveal skills and experience that qualify them for this unique challenge. School panelists have often commented on how informative their participation in officer selection has been in eliminating their misconceptions about police capabilities.

D. Officer Training

Training for DARE officers consists of an intensive 2-week (80-hour) seminar jointly conducted by law enforcement and education agencies. Several States now offer DARE officer training, using the format mandated by the Regional Training Center's Accreditation Committee (RTCAC). To maintain the integrity of the DARE program, it is essential that officers be trained by certified agencies.

The DARE training curriculum includes:

- An overview of current drug use prevention activities.
- Communication and public speaking skills.
- Teaching methodology and classroom behavior management.
- School/police relationships.
- Police/parent community relationships.
- Stages of adolescent chemical dependency.
- Modeling DARE lessons.
- Program administration.
- Sources of supplementary funding.
- Teaching DARE lessons.

An important component of the training is the lesson model provided by experienced, specially trained DARE officers called mentors. Mentors advise and support trainees throughout the 80-hour course by preparing them for a variety of assignments.

Training sites also provide orientation sessions for law enforcement and education administrators. These sessions provide an opportunity for managers to

discuss organizational issues associated with DARE implementation and to review forms and systems for monitoring and recordkeeping.

E. Curriculum

Core

The DARE core curriculum targets fifth- and/or sixth-grade elementary school students who will be graduating into middle/junior high at the end of the year. The curriculum consists of 17 45-to-60-minute lessons to be conducted by the DARE officer on a weekly basis. The lessons are structured, sequential, and cumulative. They employ a wide range of teaching strategies that emphasize student participation, including question-and-answer, group discussion, and role-play activities.

The curriculum teaches students the social skills to recognize and resist peer influences and other pressures when faced with personal choices. In addition to building refusal skills, the lessons develop self-esteem, risk assessment and decisionmaking skills, interpersonal and communication skills, critical thinking, and the identification of positive alternatives to negative pressures. A list of the 17 DARE lessons appears at the end of this manual on page 17.

The DARE curriculum is available only to those officers who have been certified by an accredited training center. Spanish and braille versions of the student workbook are available.

Extended Curriculum

DARE's developers have created several activities to supplement the core curriculum for fifth and/or sixth grade.

Kindergarten Through Fourth Grade Visitation Lessons

Typically, an officer can teach up to four fifth-or sixth-grade classes per day. As time permits, the officer can visit each of the lower grades to introduce the students to the DARE concept. A kindergarten through fourth-grade curriculum is available for this purpose. The 15- to 20-minute lessons cover such topics as personal safety, obeying laws, and helpful and harmful uses of medicines and drugs.

Middle/Junior High Curriculum

A 10-session middle/junior high curriculum, which targets seventh grade, has been developed to reinforce the lessons of the elementary-level curriculum. To accommodate an already crowded classroom schedule, these sessions are usually taught during the health education block of instruction.

High School Curriculum

The DARE Senior High Program consists of a series of 10 sessions on social skills and violence-prevention strategies. Six sessions are taught by the DARE officer and the other sessions are taught by the classroom teacher. The lessons and activities are designed to be implemented over a period of 10 to 11 days in the required course in health or in some other appropriate subject, such as science, social studies, or driver's education. The DARE Senior High Program requires training for both the officer and the classroom teacher.

Communities wishing information about the program should contact one of the regional training centers in the list beginning on page ii of this publication.

F. Classroom Instruction

Typically, officers are assigned to each school for a full day. Thus, 1 officer can serve up to 5 schools per week per semester, or 10 schools in a 2-semester school year. In addition to classroom instruction, officers should be available to participate in various school functions. It is recommended that part-time DARE officers be assigned to agency units such as community services, in order to avoid law enforcement duties that may conflict with the DARE image or result in court dates that could interfere with classroom obligations.

G. Officer Appraisal

Procedures to monitor and appraise the officer's classroom performance are important to the success of the DARE program. This element helps to ensure the DARE curriculum is presented accurately and effectively.

H. Informal Officer/Student Interaction

In addition to formal classroom teaching, DARE officers spend time on the playground, in the cafeteria, and at student assemblies, interacting with students informally. They may organize a soccer match, play basketball, or chat with students over lunch. In this way students have an opportunity to become acquainted with the officer as a trusted friend who is interested in their happiness and welfare. Students occasionally tell the officer about problems such as abuse, neglect, alcoholic parents, or relatives who use drugs. Officers are trained to report and refer these cases to the appropriate school administration and State agency.

I. Teacher Orientation

The officer needs the support and understanding of teachers to function effectively in the classroom. The DARE officer familiarizes teachers with the DARE curriculum at an inservice orientation at the beginning of the school year. He explains their respective roles and identifies ways they can cooperate in communicating DARE's objectives to the students.

Teachers must stay in the classroom during the DARE instruction. Because they know their students well, teachers can share with the officers ways to handle classroom behavior. Frequently, teachers assist with organizing role-play exercises, check that students complete their homework, or provide lessons during the week to reinforce the DARE officer's teaching. To encourage such involvement, the curriculum contains extended activities that teachers may choose to introduce.

J. Inservice Training

The program should provide opportunities for regular inservice training for the DARE officer. Continued training ensures that skills are reinforced and strengthened, and that the DARE officer is kept abreast of new and pertinent information significant to the DARE program and teaching strategies.

K. Parent Education

DARE Curriculum

Parental cooperation and understanding are essential to any substance abuse prevention effort. During the semester, parents are invited to an evening session called the parent education evening. At this session the DARE officer explains the DARE program and provides the opportunity for parents to review the curriculum, answering any question that might be raised regarding the program and its contents. Parents and teachers may ask to review the curriculum at any time and the DARE officer is always available for questions.

At the parent education evening the DARE officer will show a film, "Sons and Daughters—Drugs and Booze." This film illustrates for parents how drugs and alcohol can effect their children. The DARE officer then leads a discussion on topics such as improving the family communication, recognizing and responding to symptoms of substance use in children, and information concerning local resources. The discussion varies depending upon the needs of the parents and the questions generated from the film. Some communities report that enthusiastic parents organize followup informational drug-prevention activities as a result of these parent education evenings.

Parent Component

The DARE Parent Component extended activity is a series of four lessons based on social skills strategies for parents. The lessons are designed to make parents more aware of the social conditions and peer influences that affect children's decisionmaking skills.

L. Community Presentations

Police, educators, and others committed to the success of this effort must ensure that the program is visible and widely accepted. Meeting with groups representing all segments of the community, including parent and civic groups, community-based organizations, housing projects, and local businesses, promotes the level of community understanding and support that is essential for DARE's successful implementation.

Community support may also help to ensure program continuity. Community service organizations frequently supplement program resources by paying for student workbooks or providing student T-shirts, bumper stickers, or other promotional materials that demonstrate the community's commitment to substance use prevention. This kind of support reinforces for students the importance of saying no to drugs.

WHAT ARE THE COSTS AND WHO WILL PAY?

A. Personnel

One Full-Time Law Enforcement Officer for Every 10 Elementary Schools

The cost of reassigning an officer is generally borne by the law enforcement agency. In some communities, the school pays the officer's salary or shares the cost with the law enforcement agency.

Program Coordinator

Unless a program is very large, the coordinator generally holds another position, such as school health education coordinator or police community relations officer.

B. Other Costs

Officer Training

Several States currently have DARE Officer Training Centers. Communities sending officers should note that although fees are minimal at most sites, there may be travel, lodging, and meal costs. These costs may be paid from school or law enforcement budgets or, in some communities, from service club budgets.

DARE Curriculum

The curriculum developed by the Los Angeles Unified School District is only taught through DARE Officer Training Centers as part of the DARE Officer Training Program. The curriculum is supplied either free or at a nominal charge.

DARE Workbook

A DARE workbook must be provided for each student who participates in the core fifth and/or sixth grade instructional program. This LAUSD copyrighted student material may be purchased directly from

LAUSD for approximately 75 cents per copy. The workbook is available in Spanish at the same price. Local school or law enforcement agencies may request permission to duplicate the workbook. This allows the agencies to develop local identity in the design of the workbook cover.

Films/Videos

The optional film "Drugs and Your Amazing Mind" can be used for the lesson introducing students to the impact of harmful substances. The film "Sons and Daughters—Drugs and Booze" is shown at the parent education evening. Total cost for both films is approximately \$900. (The film "Sports Suite" may be used as a supplemental film. Cost is approximately \$300.) To reduce cost, films may be shared by communities or borrowed from local film libraries.

These films may be paid for by the law enforcement agency; the school department; or a local private funding source, such as a service organization, bank, or other business.

Handouts

Officers need to photocopy handouts for students, teacher orientation, and parent meetings. DARE officers generally use photocopying machines at the school or in their own agency.

Classroom Supplies

Classroom presentations are frequently more interesting to students when there are visual displays. Many DARE officers make posters or transparencies for selected lessons. Supplies may be provided by school departments or donated by local school suppliers.

LAUSD has developed a supplemental visual aid that consists of a set of 20 laminated charts that enhance the DARE lessons. These charts may be ordered from LAUSD at a cost of \$76 per set including shipping. A Spanish edition is available at the same cost. LAUSD also has produced the safety poster series

Protecting Our Children, to be used in the kindergarten through fourth-grade program. The cost of the set is \$9.95 including shipping.

Promotional Materials

The distribution of brochures, T-shirts, buttons, or bumper stickers enhances support for any program. In many communities, service organizations willingly donate these kinds of items.

Money for DARE activities comes from many different sources. Because substance abuse prevention education for young people is a high priority in many communities, local revenues are often allocated to cover personnel and supplies. In some jurisdictions funds from the sale of confiscated local drug property have been appropriated.

Information about other possible funding sources is widely available. Notices regarding the availability of Federal funding appear in the Federal Register and Commerce Business Daily, which can be obtained at regional Federal offices and some libraries. To subscribe, contact the Superintendent of Documents, Government Printing Office, Washington, DC 20402-9731, telephone 202-783-3238.

State funding may be available through State departments of health and human services, public safety, education, or Justice Assistance Act block programs. Many States publish funding notices similar to those available at the Federal level.

Information about private foundations and corporate philanthropic programs is available from the Foundation Center through a national network of library reference collections. To find out about the nearest collection, call 1-800-424-9836.

DARE America is a tax-exempt, I.R.S. 501(c)(3) corporation formed to support the DARE Program. The DARE America Board of Directors consists of prominent national business, political, law enforcement, and educational leaders who volunteer their time to raise funds and work toward the goals of DARE America.

DARE America's goals are to:

- Create a national awareness of the DARE program.
- Encourage the adoption of DARE in all States and communities.
- Provide educational materials without charge to new DARE cities.
- Support a national DARE instructor training program.
- Monitor the standards and integrity of DARE instruction through audits and surveys.
- Protect the DARE trademark from misuse and exploitation.
- Coordinate national fundraising for DARE.

After completion of DARE training, all DARE officers and their agencies are placed on the DARE America mailing lists for materials and a monthly newsletter. For further information about DARE America, call 1-800-223-DARE.

APPENDIX: DARE LESSONS

The DARE curriculum is organized into 17 classroom sessions conducted by the police officer, coupled with suggested activities taught by the regular classroom teacher. A wide range of teaching activities are used: question-and-answer, group discussion, and role-play and workbook exercises, all designed to encourage student participation and response.

Each lesson is briefly summarized below, giving a sense of the scope of the DARE curriculum and the care taken in its preparation. All of these lessons were pilot tested and revised before widespread use began.

1. **Practices for Personal Safety.** The DARE officer reviews common safety practices to protect students from harm at home, on the way to and from school, and in the neighborhood.
2. **Drug Use and Misuse.** Students learn the harmful effects of drugs if they are misused as depicted in the film "Drugs and Your Amazing Mind."
3. **Consequences.** Focus is on the consequences of using and not using alcohol and marijuana. If students are aware of those consequences, they can make better informed decisions regarding their own behavior.
4. **Resisting Pressures To Use Drugs.** The DARE officer explains different types of pressure—ranging from friendly persuasion and teasing to threats—that friends and others exert on students to try tobacco, alcohol, or drugs.
5. **Resistance Techniques: Ways To Say No.** Students rehearse the many ways of refusing offers to try tobacco, alcohol, or drugs—simply saying no and repeating it as often as necessary, changing the subject, walking away, or ignoring the person. They learn that they can avoid situations in which they might be subjected to such pressures and can "hang around" with nonusers.

6. **Building Self-Esteem.** Poor self-esteem is one of the factors associated with drug misuse. How students feel about themselves results from positive and negative feelings and experiences. In this session, students learn about their own positive qualities and how to compliment other students.

7. **Assertiveness: A Response Style.** Students have certain rights—to be themselves, to say what they think, to say no to offers of drugs. The session teaches them to assert those rights confidently and without interfering with others' rights.

8. **Managing Stress Without Taking Drugs.** Students learn to recognize sources of stress in their lives and techniques for avoiding or relieving stress, including exercise, deep breathing, and talking to others. They learn that using drugs or alcohol to relieve stress causes new problems.

9. **Media Influences on Drug Use.** The DARE officer reviews strategies used in the media to encourage tobacco and alcohol use, including testimonials from celebrities and social pressure.

10. **Decisionmaking and Risktaking.** Students learn the difference between bad risks and responsible risks, how to recognize their choices, and how to make a decision that promotes their self-interests.

11. **Alternatives to Drug Abuse.** Students learn that to have fun, to be accepted by peers, or to deal with feelings of anger or hurt, there are a number of alternatives to using drugs and alcohol.

12. **Role Modeling.** A high school student selected by the DARE officer with the assistance of the high school staff visits the class, providing students with a positive role model. Students learn that drug users are in the minority.

13. **Forming a Support System.** Students learn that they need to develop positive relationships with many different people to form a support system.

14. Ways To Deal With Pressures From Gangs.

Students discuss the kinds of pressures they may encounter from gang members and evaluate the consequences of the choices available to them.

15. DARE Summary. Students summarize and assess what they have learned.

16. Taking a Stand. Students compose and read aloud essays on how they can respond when they are pressured to use drugs and alcohol. The essay represents each student's "DARE Pledge."

17. Culmination. In a schoolwide assembly planned in concert with school administrators, all students who have participated in DARE receive certificates of achievement.

ENDNOTES

1. L.D. Johnston, P.M. O'Malley, and J.G. Bachman, *Drug Use Among American High School Students, College Students, and Other Young Adults: National Trends Through 1988*. Rockville, Maryland: ADAMHA, 1989.
2. R.H. Coombs, F.I. Fawzy, and B.E. Gerber, "Patterns of Cigarette, Alcohol, and Other Drug Use Among Children and Adolescents: A Longitudinal Study," *International Journal of the Addictions* 21: 897-913, 1986.
3. Johnston et al., *Drug Use Among American Students*.
4. *Education USA*, May 25, 1987, p. 298.
5. Commission on Organized Crime, March 1986.
6. A.J. Battjes, "Prevention of Adolescent Drug Use," *International Journal of the Addictions* 20: 1113-1141, 1985. J.M. Polich, P.L. Ellickson, P. Reuter, and J.P. Kahan, *Strategies for Controlling Adolescent Drug Use*. Santa Monica, California: RAND, 1984.
7. Project DARE's core curriculum for fifth- and sixth-grade students was adapted by Dr. Ruth Rich, a health education specialist with the Los Angeles Unified School District, from a curriculum for Project SMART (Self-Management and Resistance Training), a prevention curriculum designed by the Health Behavior Research Institute of the University of Southern California, with funding from the National Institute on Drug Abuse.
8. See also W. DeJong, "Project DARE: Teaching Kids To Say No to Drugs and Alcohol," *NIJ Reports*, March 1986, pp. 2-5.
9. There are many evaluation reports completed by and available from the Evaluation Training Institute in Los Angeles. See especially *DARE Evaluation Report for 1985-1989, 1990*.
10. DARE evaluations have been completed or are ongoing for individual schools, entire school systems, or across entire States. Some of the more recent reports include:
 - R. R. Clayton, A. Cattarello, L.E. Day, and K.P. Walden, "Persuasive Communication and Drug Prevention: An Evaluation of the DARE Program," in L. Donohew, H. Sypher, and W. Bukowski (Eds.), *Persuasive Communication and Drug Abuse Prevention*. Hillsdale, New Jersey: Lawrence Erlbaum Associates, 1991.
 - W. DeJong, "A Short-Term Evaluation of Project DARE: Preliminary Indications of Effectiveness," *Journal of Drug Education* 17: 179-294, 1987.
 - J.R. Faine and E. Bohlander, "DARE in Kentucky Schools, 1988-89: An Evaluation of the Drug Abuse Resistance Education Program." (This is the latest in a series of annual reports available from the Social Research Laboratory, Western Kentucky University, Bowling Green, Kentucky.)
 - C.L. Ringwalt, S.T. Ennett, and K.D. Holt, "An Outcome Evaluation of Project DARE," *Health Education Research*, Fall 1991.
 - C.L. Ringwalt, T.R. Curtin, and D. Rosenbaum, "A First-Year Evaluation of DARE in Illinois." (Available from the Illinois State Police, Springfield, Illinois.)
11. See also W. DeJong, *Arresting the Demand for Drugs: Police and School Partnerships To Prevent Drug Abuse*. Washington, D.C.: National Institute of Justice, 1987.

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: REGIER, GERALD (JERRY) P., ACTING DIRECTOR, BJA
To: AG. (THRU OJP/GURULE) ODD: NONE
Date Received: 10-29-91 Date Due: NONE Control #: X91102918352
Subject & Date
10-28-91 MEMO ATTACHING ADVANCE COPIES OF "DRUG ABUSE
RESISTANCE EDUCATION (DARE) TRAINING CENTER POLICIES AND
PROCEDURES (MONOGRAPH)," PUBLISHED BY THE BUREAU OF JUSTICE
ASSISTANCE. THE DOCUMENT WILL BE MAILED BEGINNING
NOVEMBER 6, 1991.

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(1)	OAG;	10-29-91	(5)			W/IN:
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FILE: OFFICE OF JUSTICE PROGRAMS (OJP)
CROSS REFERENCES:
1. PROGRAMS/D.A.R.E. Drug Abuse Resistance Education

REMOVE THIS CONTROL SHEET PRIOR TO FILING AND DISPOSE OF APPROPRIATELY



U.S. Department of Justice
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OCT 28 1991

EXECUTIVE SECRETARIAT

MEMORANDUM TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurulé
Assistant Attorney General
Office of Justice Programs

FROM: Gerald (Jerry) P. Regier
Acting Director

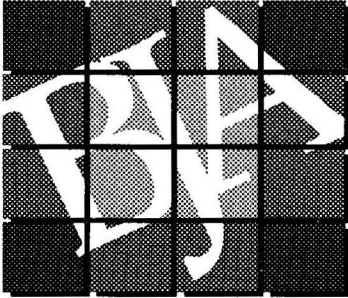
SUBJECT: Advance Notification of BJA Publication

Attached for your information are advance copies of *Drug Abuse Resistance Education (DARE) Training Center Policies and Procedures (Monograph)*, published by the Bureau of Justice Assistance. This document will be used by the Federally funded DARE Regional Training Centers (RTCs) and State Training Centers that are accredited by the RTCs, as guidance for the operational aspects of managing a DARE Training facility.

The document will be mailed beginning on November 6, 1991, to the DARE Regional Training Centers for distribution.

If you have any questions about this document, please call me at 202/514-6278.

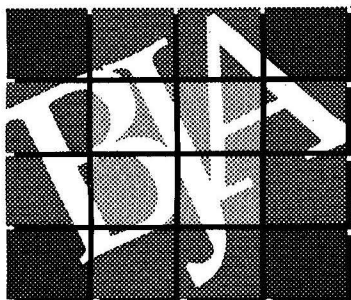
Attachments



Bureau of Justice Assistance

**Drug Abuse Resistance
Education (DARE)
Training Center
Policies and Procedures**

MONOGRAPH



Bureau of Justice Assistance

Drug Abuse Resistance Education (DARE) Training Center Policies and Procedures

Prepared by:

The DARE Training Center Policy Advisory Board

MONOGRAPH

October 1991

NCJ 129395

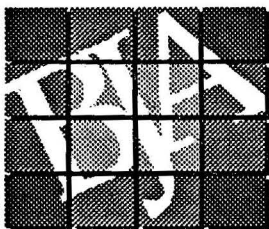


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**U.S. Department of Justice
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The Assistant Attorney General, Office of Justice Programs, establishes the policies and priorities, and manages and coordinates the activities of the Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

INTRODUCTION

What Is DARE?

Drug Abuse Resistance Education, or DARE, is a preventative drug education program intended to stop drug use before it begins. It teaches techniques aimed at resisting peer pressure and helps young people say "no" to drug, alcohol, and tobacco use. The program places special emphasis on reaching children by their last year of elementary school. They are given the facts about the effects of drugs and other harmful substances and are provided with the necessary skills and motivation to avoid being swept into drug use as they move on to junior and senior high school.

The purpose of this monograph is to document policies, procedures, and standards for the DARE Training Centers.

While there are other publications that describe the DARE program in detail, this introduction is written to provide background information to those not associated with the Training Center but who are looking at various demand-reduction curriculums.

DARE plays an important role in attacking the demand side of the Nation's substance abuse problem. This is not to suggest that DARE is the only effective curriculum model available. However, it is unique in its use of police officers, and it appears to work.

DARE combines the resources of education, law enforcement, parents, and the community to help children deal with pressures and influences that encourage substance use and abuse. DARE instructors are carefully selected, thoroughly trained uniformed law enforcement officers on full-time duty with the project. These officers are assigned up to five schools a semester, and each officer visits each school at least 1 day a week to present the units of an innovative curriculum that emphasizes self-esteem, taking responsibility for one's own behavior, and saying "no" to drug experimentation. The officer conducts assembly programs and followup visits to individual classrooms; holds formal training sessions

on drug use for teachers; and conducts meetings that instruct parents on the objectives and content of the curriculum, including how to recognize signs of drug use, how to use local program resources, and how to improve family communication.

D.A.R.E. America

D.A.R.E. America, formed in 1987 as a national, nonprofit corporation, wages the war against drugs by:

- creating a nationwide awareness of the DARE program and its effectiveness;
- coordinating a nationwide DARE fundraising campaign which supplies printed educational materials, notebooks, films, and other teaching aids (much of which are protected under trademark and copyright);
- promoting training through DARE Regional Training Centers; and
- monitoring the program to maintain standards and integrity.

DARE Regional Training Centers

Regional Training Centers were established with funding from the Bureau of Justice Assistance (BJA). These Centers originally were established to help meet the overwhelming requests for DARE officer training once word of DARE's success became known. Today, the role of the Regional Training Centers is to provide:

- an initial 80-hour DARE training course for law enforcement officers who will teach the curriculum in elementary schools;
- an additional 40 hours of DARE training for law enforcement officers who will work with and train other officers as instructors and mentors;
- 24 to 40 hours of DARE inservice training to bring the most recent information, materials,

and evaluation results to the attention of law enforcement instructors and education personnel who work with the officers in the schools, particularly those who will teach junior and senior high school students;

- accreditation of individual DARE State Training Centers that are located within their areas of responsibility; and
- periodic monitoring of each State's program for adherence to the standards and curriculum and for maintaining program integrity.

Regional Training Centers also provide technical assistance to the States upon request to assist in developing quality State Training Centers and effective State administrative programs.

Program History and Background: 1983 to Present

DARE began as a joint program of the Los Angeles Police Department (LAPD) and the Los Angeles Unified School District. This cooperative effort was guided by research findings that indicated that prevention programs focusing on self-management skills (that is, decisionmaking and problem solving), positive lifestyles, and alternatives to drug use appeared to be experiencing the highest degree of success for reducing drug use among youth. The DARE program curriculum was designed and first presented to fifth- and sixth-grade students in Los Angeles in 1983, soon after a copyright was obtained.

Interest in the program grew rapidly. By July 1986, 48 police departments had sent personnel to Los Angeles for training. In response to this interest and to early evaluations of the program, BJA, in cooperation with LAPD, embarked in an effort to document the DARE program through a demonstration project. Three State and four local projects were funded to plan and organize drug resistance education programs for implementation in the 1987-88 school year: The Boston public schools, the Massachusetts Committee on Criminal Justice, the Illinois State Police Department, the Syracuse (New York) Police Department, the Huntsville (Alabama) Police Department, the Portland (Maine) Police Department, and the Phoenix Department of Public Safety. This multiproject effort resulted in a model program that could be replicated nationwide.

By September 1987, a total of 398 police departments representing 33 States had sent personnel to LAPD

for training. The demand on LAPD resources eventually became overwhelming, and because BJA is authorized by Congress to provide funds to enhance drug control and prevention efforts at the State and local levels, the agency was asked to consider supporting regional training centers to train officers in the program.

In June 1989, five DARE Regional Training Centers, including a Center within LAPD, were fully functional, having received support through BJA discretionary funding.

The Establishment of Standard Practices and Procedures

The DARE Training Center Policy Advisory Board, established by BJA in 1989, is made up of two representatives from each of the five Regional Training Centers plus one education consultant for each Center. This body has taken over the responsibilities of the old Policy Advisory Committee and has been named by D.A.R.E. America to serve as the official body responsible for the development and implementation of policies and procedures relating to training standards, training practices, training center accreditation, and curriculum. Appointments to the Policy Advisory Board are documented in a Memorandum of Understanding signed by the chairman of the D.A.R.E. America board of directors and the chairman of the Training Center Policy Advisory Board. The BJA program manager is an ex officio member of the board.

Advisory Board policies and procedures are mandatory for accreditation. State and local DARE policies and procedures must be approved by the DARE Regional Training Center to be approved for accreditation.

Evaluation Activities

The National Institute of Justice (NIJ) is conducting an assessment of the DARE program. The assessment will consist of:

- a review of the DARE organizational structure and operation of programs nationwide; and
- a review of DARE program evaluations to determine factors that contribute to program effectiveness.

The assessment will identify ways to enhance or expand existing drug prevention and education programs.

DARE Today

Within the United States, some 6 million students will receive DARE training in school year 1991-92. BJA expects at least 8 million additional students will receive the training in 1992-93. Department of Defense law enforcement officers, also trained by the DARE Regional Training Centers, are providing DARE training to the children of military families in Europe.

Already, 11,217 law enforcement officers have been trained to teach DARE, and the DARE program has been expanded to include youngsters from kindergarten through high school. Student workbooks have been printed in Spanish, in English, and in Braille.

Under the Controlled Substances Act (21 U.S.C. 801 et seq.), Federal funds are available to the States under BJA's Formula Grant Program. While these funds are managed by a designated agency in each State and the States set their own priorities, the monies can be used to fund local DARE programs. Communities interested in obtaining funding for DARE programs are urged to contact their designated State agency.

DARE TRAINING CENTER POLICY ADVISORY BOARD BYLAWS

General Provisions

Authority

The DARE Training Center Policy Advisory Board (TCPAB) has authority from the Bureau of Justice (BJA), Office of Justice Programs, U.S. Department of Justice, to develop policy for DARE Training Centers.

Responsibility

The responsibilities of the DARE TCPAB include the following:

- a. Ensuring the continuity and integrity of DARE Officer Training (DOT).
- b. Providing technical assistance to the Regional Training Centers (RTC's) and Training Centers (TC's).
- c. Maintaining a master training schedule for all RTC's and TC's.
- d. Distributing all updated DARE educational material, including BJA publications.
- e. Maintaining a complete roster of all personnel trained and certified in DARE. Each RTC will be required to submit to the Los Angeles Police Department (LAPD) RTC a monthly roster of all personnel trained within its jurisdiction.
- f. Reviewing and making recommendations relating to proposed modifications to the curriculum.
- g. Reserving the right of approval or modification to the Mentor Officer Training (MOT) Manual as necessary.
- h. Developing, updating, and maintaining BJA/TCPAB documents.

Definitions

The following words and terms used in this manual shall have the meaning defined herein, unless it is apparent from the context that the meaning is different.

- a. **DARE Officer Training (DOT).** DARE Officer Training is the authorized 80-hour course of instruction provided to DARE officer candidates that certifies them to teach the DARE curriculum in elementary schools.
- b. **Inservice Training.** Inservice Training provides skills enhancement and state-of-the-art updates on DARE-related programs.
- c. **Mentor Officer Training (MOT).** Mentor Officer Training is the authorized 40-hour course of instruction provided to certified DARE officers having a minimum of 2 semesters and 12 core classes of teaching experience. Successful completion of Mentor Officer Training satisfies one of the requirements to certify the officer as a DARE Officer Training mentor/instructor.
- d. **Mobile Training Team.** A Mobile Training Team consists of an RTC and/or TC cadre traveling to locations other than their primary training site to conduct authorized DARE training.
- e. **Regional Training Center (RTC).** A Regional Training Center, as designated by the Bureau of Justice Assistance, has specific responsibility for DARE training within an assigned geographic area. The Regional Training Center conducts the 80-hour DARE Officer Training and Mentor Officer Training as designed.
- f. **Training Center (TC).** A Training Center is empowered to conduct the 80-hour DARE Officer Training only.

Articles of the Bylaws

Article I: Title

The name of this organization shall be the DARE Training Center Policy Advisory Board (TCPAB).

Article II: Purpose

- a. To advise D.A.R.E. America, Inc., on general policy with respect to the philosophy, concept and operational principles of the DARE program, particularly the national program's relationship with State and local programs.
- b. To review, consider, and adopt professional standards and procedures for the operation of DARE Training Centers (TC's).
- c. To review, consider, and recommend revision, update, or expansion of the copyrighted DARE curriculum in the collective interest of the partnership between public education and law enforcement.
- d. To provide a common forum for the exchange of information, ideas, and concerns to facilitate the availability of DARE throughout the country.
- e. To advise the Bureau of Justice Assistance (BJA) on federally sponsored operational activities in support of DARE.

Article III: Governance

The business and affairs of the DARE TCPAB shall be managed by its membership, except as otherwise provided in this document.

Article IV: Membership

- a. The DARE TCPAB shall be composed of two members each from the established and federally recognized DARE Regional Training Centers (RTC's).

One member shall be the official law enforcement representative of the RTC and one member shall be the official educational representative of the RTC. Such members shall serve until they resign or are replaced by the appointing official of the RTC.

- b. BJA shall be entitled to one ex officio member. This member carries no voting privileges. This appointment shall serve until the member resigns or is replaced by the appointing official of the BJA.

Article V: Officers

- a. **Title and qualifications.** The officers of this organization shall be a chairperson and a secretary. Officers must be members of the board.
- b. **Election and term.** The officers shall be elected by a majority vote by the members of the board present at each annual meeting. Each officer shall hold office for a term of 1 year immediately following election to the office. There are no limits to the number of terms an officer may serve in the same office. Each officer shall hold office until a successor has been duly elected and installed in that office. Any vacancy in an office will be filled for the balance of the term by a majority vote of members present.
- c. **Duties of officers.**
 - **Chairperson.** The chairperson shall preside at all meetings of the board. The chair shall be responsible for the functions of the board and shall set the agenda for each meeting with input from members. The chair shall give due notice of all meetings of the board at least 15 days prior to the scheduled meeting.
 - **Secretary.** The secretary shall be the custodian of the records of the board. The secretary shall ensure that minutes of the proceedings of the meeting are kept and are made available to the members.

Article VI: Meetings

- a. **Frequency.** The full membership of the board shall meet at least once annually at such time and place as determined by a majority of the board. Other special or regular meetings may be called by the chairperson as necessary to conduct the business of the board.
- b. **Quorum.** The presence of a minimum of six members or designated proxies will constitute a quorum.

c. **Rules of order.** All matters not covered by these bylaws shall be governed by *Robert's Rules of Order*.

d. **Proxy.** Members may send a proxy to represent them providing members submit written notice to the chairperson in advance of the meeting.

e. **Voting.** An affirmation vote of a simple majority of those members present at a meeting shall constitute an act of the board. Proxies are entitled to full voting privileges of the members represented.

f. **Public recognition.** The chairperson may recognize the public present at a meeting. The chair may allow for public comment within the limits necessary for the board to conduct its business in a timely and efficient manner.

Article VII: Committees

a. **Standing committees.** The following standing committees shall be established:

- **Constitution and Bylaws Committee.**
This committee shall review and make

recommendations to the board on the establishment or amendment of a constitution and/or bylaw. The committee may exercise any other functions so authorized by the board.

- **Curriculum Committee.** This committee shall review and prepare recommendations related to the DARE curriculum, including any adaptation, modification, or revision.

b. **Membership.** Only regular members of the board may be assigned to membership of a committee.

Article VIII: Amendments to Bylaws

a. Proposed amendments must be referred to the Constitution and Bylaws Committee for review and recommendation prior to being considered by the board.

b. The Constitution and Bylaws Committee must mail any proposed amendments to the members at least 30 days prior to the meeting at which the amendment will be considered. Bylaw amendments may be adopted by a majority vote of members present.

POLICIES AND PROCEDURES

Regional Training Center Jurisdictions

Number: 90-01¹

Date: August 15, 1990

1. Purpose

To clearly define Regional Training Center (RTC) geographic boundaries and responsibilities.

2. Policy

The DARE Training Center Policy Advisory Board (TCPAB) has defined regional boundaries and responsibilities for each RTC. RTC's shall restrict their training activities to within their boundaries. The following directive will ensure accountability in training while providing an effective monitoring process and the means of providing the Bureau of Justice Assistance (BJA) with reports at a regional level.

3. Procedures

a. If an RTC cannot provide requested training or technical assistance, the requesting party will be referred to an alternate RTC or Training Center (TC).

b. Any RTC receiving a specific request for mobile training from an agency outside its jurisdiction shall request concurrence from the jurisdictional RTC in which the requesting agency is located. The RTC receiving the request shall notify the jurisdictional RTC director, giving the name of the requesting agency and proposed date(s) of training or technical assistance.

¹ The numbering system used in this monograph on policies and procedures is a simple one: The first two digits identify the year during which the policy was enacted; the second set of digits represents the sequential number of policies and procedures enacted during a particular year. For example, number 90-05 denotes the fifth policy to be enacted during the calendar year 1990.

c. After the requested services have been provided, information shall be supplied by the providing RTC to the jurisdictional RTC, giving the type of service or training (DOT/MOT) and a roster listing the name, rank, agency, address, and Social Security number of each individual trained.

d. It shall be the responsibility of the jurisdictional RTC to submit to D.A.R.E. America the list of officers who have been certified.

e. RTC's are responsible for submitting timely quarterly reports to the BJA.

f. RTC's and their jurisdictions are as follows:

■ **Southwest Regional Training Center**
Arizona Department of Public Safety
3110 North 19th Avenue, Suite 290
Phoenix, Arizona 85015
(602) 223-2544

Director: Captain John F. Pope

Alaska	Nebraska
American Samoa	New Mexico
Arizona	Oklahoma
Colorado	South Dakota
Kansas	Texas

■ **Midwest Regional Training Center**
Illinois State Police, DARE Bureau
4 North Old State Capitol Plaza, Suite 4
Springfield, Illinois 62701
(217) 782-1054

Director: Captain William O'Sullivan

Arkansas	Minnesota
Illinois	Missouri
Indiana	Ohio
Iowa	Virgin Islands
Kentucky	Wisconsin
Michigan	

■ **Western Regional Training Center**

Los Angeles Police Department
150 North Los Angeles Street
Los Angeles, California 90012
(213) 485-3277

Director: Commander Walt Mitchell

California	North Dakota
Hawaii	Oregon
Idaho	Washington
Montana	Wyoming
Nevada	Utah

■ **Southeast Regional Training Center**

North Carolina State Bureau of Investigation
3320 Old Garner Road
Raleigh, North Carolina 27626
(919) 779-1400

Director: Deputy Director Charles Dunn

Alabama	Mississippi
Florida	North Carolina
Georgia	South Carolina
Louisiana	Tennessee

■ **Eastern Regional Training Center**

Virginia State Police
Post Office Box 27472
Richmond, Virginia 23261
(804) 674-2238

Director: Assistant Special Agent in Charge
Wayne Oylar

Connecticut	New York
Delaware	Pennsylvania
District of Columbia	Puerto Rico
Maine	Rhode Island
Maryland	Vermont
Massachusetts	Virginia
New Hampshire	West Virginia
New Jersey	

Standards for Training Centers

Number: 90-02

Date: August 15, 1990

1. Purpose

To guarantee continuity of the DARE curriculum through the establishment of training standards for all DARE Training Centers (TC's).

2. Policy

It is the policy of the DARE Training Center Policy Advisory Board (TCPAB) that standards be established to ensure that all DARE training is uniformly high quality among all TC's.

3. Procedures

a. Regional Training Centers (RTC's) are available to provide technical assistance to any current or potential TC in their regions.

Onsite visits to assess training activities and training program administration can be provided. Any agency interested in becoming a TC should contact the DARE RTC serving its jurisdiction.

b. Each agency is encouraged to conduct a self-assessment to evaluate its operations against established standards to ensure that any training offered will:

- Effectively prepare DARE officers to deliver the program.
- Ensure that program integrity and continuity are preserved.

c. TCPAB has established the following standards that provide the foundation for successful training of DARE officers and ensure successful replication of the DARE program.

- *Written policies and procedures.* Written policies and procedures that govern the operation of a TC should be developed to ensure that both the TC and trainees are working toward common goals and objectives.
- *Organization.* Each TC should have a clearly defined organizational structure that identifies the lines of authority and communication and defines the various roles that contribute to the training process.
- *Training team.* The quality and commitment of the training team members, as well as their administrative and support staff, should exemplify the philosophy of working cooperatively to create an environment for effective learning. DARE TC's must adopt the following standards:

- ☐ A training team shall consist of a facilitator (or supervisor), MOT-certified mentors, and an education adviser.
- ☐ Facilitators are responsible for ensuring that continuity of the training schedule is preserved; instruction adheres to the curriculum; that the instructors provide quality presentations; and students' training needs are appropriately met.
- Successful completion of both the DARE Officer Training (DOT) and Mentor Officer Training (MOT) courses is highly recommended.
- Mentors shall have a minimum of two (preferably four) semesters of experience as a DARE officer *and* have instructed no less than 12 core classes. Successful completion of the DOT and MOT courses is required. The following mentor assignment responsibilities are recommended:
 - ☐ Ratio of trainees to mentor is 6:1; not to exceed a 7:1 ratio. Total class size shall not exceed 36 students.
 - ☐ Each mentor must assist the trainee in making continuous progress toward mastery of the training objectives.
 - ☐ Each mentor must provide realistic, timely, and appropriate feedback to trainees on their progress.
- The TC will maintain a roster of training staff personnel. The roster will include training information to document compliance with Policy and Procedure 90-05.
- The education adviser must be competent in elementary education theory, as well as classroom management and childhood development. The adviser must also demonstrate a thorough knowledge of the DARE curriculum and be available through the 80-hour DOT course.
 - ☐ Selection criteria for DARE education adviser:
 - A cooperative agreement must be signed between the lead education agency and the lead law enforcement agency which clarifies the roles of both agencies in carrying out the DARE partnership.
- The DARE education adviser should be employed by or function as the agent of a State or local education agency.
- ☐ The education adviser must be able to:
 - Respond to instruction.
 - Demonstrate personal initiative.
 - Demonstrate the ability to develop interpersonal relationships.
 - Demonstrate the ability to effectively communicate with adult learners.
 - Demonstrate good time-management skills.
 - Be an exemplary role model in both formal and informal situations.
 - Refrain from sexual, racial, gender, and ethnic stereotyping and other inappropriate and insensitive remarks.
 - Be flexible and able to handle the unexpected.
 - Demonstrate commitment to the careful replication of the DARE model.
- ☐ Recommended procedure for training an education adviser:
 - Observe all classroom activities in one 80-hour DOT.
 - Serve an apprenticeship under a trained education adviser for a minimum of one 80-hour DOT conducted by a Regional Training Center.
 - Observe one 40-hour MOT.
 - Undergo a performance observation conducted by a trained education adviser assigned to a Regional Training Center.
 - It is optional to combine the first two steps for educators who have 1 year of experience with the DARE program and at least 1 year of experience with alcohol and other drug (AOD) school-based prevention or an equivalent combination.
- *Training environment.* The TC must ensure that the training environment is conducive to effective learning. Adequate space, lighting,

and temperature control should be considered when selecting a training site. TC's are responsible for arranging the following:

- ❑ **Classrooms.** The training classroom should be large enough to comfortably seat the trainees, training team members, and any approved observers. Adequate tabletop work space is also necessary. The classroom should be flexible to permit interactive group learning.
- ❑ **Meeting rooms.** The availability of meeting or breakout rooms for each training team is a necessity. Group meetings and role playing/modeling are important parts of the learning objectives.
- ❑ **Sleeping rooms.** Sleeping quarters for trainees should be available for all commuters and should be near the training site to avoid time-consuming travel.
- ❑ **Dining facilities.** Facilities for trainee dining should be onsite if possible. Alternative arrangements should ensure the least interference to resuming of training. It is recommended that refreshments for periodic breaks also be made available.
- ❑ **Teaching aids.** Audiovisual equipment to show videotapes, slides, and films should be readily available and functional. Chalk boards and/or flipcharts should also be supplied in sufficient quantity.
- **Training Center responsibilities.** All DARE TC's carry certain responsibilities to ensure that the integrity of the DARE program is neither compromised nor misrepresented. It is also necessary to ensure accountability to both the public and the educational community. At a minimum, the following responsibilities are to be addressed by each TC:
 - ❑ **Curricular program.** It is of the utmost importance that the TC provide the 80-hour DOT as designed. Unapproved modifications threaten the successful achievement of the curriculum's validated goals and objectives. The following are specifically prescribed activities for each day of the DOT. Activities must meet the daily objectives as established in the Manual for Training Law

Enforcement in the DARE Program (MOT Manual).

- ❑ **Importance rating.** To ensure uniformity and quality, the following training activities have been identified and rated as to their importance to training. The ratings are:
 1. **Mandatory.** The activity shall be included in DOT. If not included, principles of the training would be jeopardized.
 2. **Recommended.** Activity should be included in training. If the activity is not present, justification is necessary and an alternative should be provided.
 3. **Optional.** Inclusion of the activity is at the discretion of the Training Center Director.

Summary of Objectives

Activities for Day One		
Rating		
1	Activity I	Welcome, Introduction, and Orientation
1	Activity II	Qualities and Skills of the DARE Officer
1	Activity III	Principals' Panel: Scope and Impact of DARE on Campus Environment
1	Activity IV	Overview: The DARE Program Model
1	Activity V	Team Meetings
1	Activity VI	Skills for Communications Enhancement
1	Activity VII	Practicum: Public Speaking Techniques (Two-Minute Extemporaneous Presentations)
1	Activity VIII	Summary and Feedback
Activities for Day Two		
1	Activity I	Teaching Methodology
1	Activity II	Classroom Management
1	Activity III	Summary and Feedback
1	Activity IV	Team Meetings
1	Activity V	Summary and Feedback

Activities for Day Three		
Rating		
1	Activity I	Practicum: Three-Minute Presentations
1	Activity II	Curriculum Overview: Lessons 1 and 2
1	Activity III	Curriculum Modeling: Lessons 3-6
1	Activity IV	Summary and Feedback

Activities for Day Four

1	Activity I	Curriculum Modeling: Lessons 7-10
1	Activity II	Curriculum Overview: Lessons 11-17
1	Activity III	Curriculum Modeling and Overview: K-4
1	Activity IV	Team Meetings
1	Activity V	Summary and Feedback

Activities for Day Five

1	Activity I	Modeling of Faculty Inservice Meeting
1	Activity II	Workshop: Curriculum Application
1	Activity III	Summary and Feedback

Activities for Day Six

1	Activity I	Narcotics Overview
1	Activity II	Adolescent Chemical Use and Dependency
1	Activity III	DARE Officer/School Relations
2	Activity IV	Class Scheduling
1	Activity V	Practicum: DARE Curriculum Lessons
1	Activity VI	Summary and Feedback

Activities for Days Seven and Eight

1	Activity I	Practicum: DARE Curriculum Lessons
1	Activity II	Team Meetings
1	Activity III	Summary and Feedback

Activities for Day Nine

1	Activity I	School Visitations
1	Activity II	Roundtable Discussions

Rating		
1	Activity III	Presentation Skills: Parent and Community Groups
1	Activity IV	Summary and Feedback

Activities for Day Ten

1	Activity I	D.A.R.E. America Information
3	Activity II	Administrative Activities
1	Activity III	Summary and Feedback
1	Activity IV	Culmination

☐ *Trainee certification.* Only those trainees who successfully demonstrate the knowledge, skills, and abilities to teach the DARE curriculum will be certified.

- Each trainee must be able to demonstrate the ability to appropriately respond to instruction, be prompt in meeting obligations, and motivate others and generate enthusiasm.
- Each trainee must be able to relate effectively to others, including peers, teams, Training Center staff, school personnel, and children.
- Each trainee must be able to communicate effectively, both orally and in writing.
- Each trainee must prepare, teach, and meet the objectives of a 45-minute lesson to be evaluated by the training staff.
- Each trainee must demonstrate the ability to appropriately use teaching modalities, classroom management techniques, and instructional aids.
- During the school visitation portion of training, each trainee must demonstrate the ability to relate to fifth- and sixth-grade students, both in the classroom and in informal settings.
- During the school visitation portion of training, each trainee must demonstrate the ability to relate to school staff personnel.

- ☐ *Training rosters.* Within two weeks of DOT completion all TC's must submit a roster of all personnel certified as DARE officers to the jurisdictional RTC. The name, rank, agency address, and Social Security number of each certified officer will be included on the roster
- ☐ *Program evaluation.* Evaluation tools that allow mentors to evaluate the performance and achievement of learning objectives by trainees will be developed. Copies of trainee performance evaluations will be provided to both the officer and his/her supervisor. An evaluation tool will be provided to allow trainees to evaluate the course, instructors, and mentor officers serving on the training team.
- ☐ *Activity reporting.* To measure the overall impact of DARE, it is essential that appropriate recordkeeping on TC activities be maintained and regularly reported to the designated RTC. Recommended formats are available from the RTC's.
- ☐ By December 15 of each year, each TC will provide a list of the trainings to be conducted during the next calendar year to the jurisdictional RTC. TC's will immediately notify their jurisdictional RTC of changes in their training calendars.

Selection of DARE Officer Candidates

Number: 90-03

Date: August 15, 1990

1. Purpose

To establish guidelines for selecting a DARE officer candidate who will maintain the integrity of the DARE program.

2. Policy

DARE officers must be full-time, uniformed police officers, meeting the minimum training standards for peace officer status in their State of residence and must have completed a minimum of 2 years as an

officer. Additionally, DARE officer candidates' police agencies should have a Memorandum of Understanding with their school district(s) to teach DARE after completion of the candidates' training.

3. Procedures

a. The following list delineates specific areas that should be considered when selecting a candidate:

- Demonstrated ability to interact with and relate to children.
- Oral and written communication skills adaptable to age-specific audiences.
- Ability to organize.
- Responsiveness to instruction.
- Ability to develop personal relationships.
- Promptness.
- Exemplary role model in both formal and informal situations.
- Refrains from sexual, racial, stereotypical, or inappropriate and insensitive remarks.
- Flexible and able to handle the unexpected.
- Committed to careful replication of the parent project.

b. States or localities responsible for DARE program coordination may institute more restrictive criteria than that provided in this policy. Applicants for DARE Officer Training (DOT) must provide verification of candidate eligibility from the appropriate State or local coordination entity, if applicable, prior to enrollment.

Selection of Mentor Officer Candidates

Number: 90-04

Date: August 15, 1990

1. Purpose

To establish guidelines for the selection of a mentor officer candidate.

2. Policy

It is the policy of the DARE Training Center Policy Advisory Board (TCPAB) that agencies which desire to have candidates attend Mentor Officer Training (MOT) must meet the qualifying standards of a Training Center (TC), while officers must meet the established selection criteria.

3. Procedures

a. Any agency that seeks to have a DARE officer trained as a mentor officer must initiate action to become a TC as outlined in Policy and Procedure Number 90-02.

- TC applicants should find a training team consisting of a minimum of five mentor officers and/or mentor officer candidates.
- Subsequent mentor officer candidates may be accepted to replace or expand members of a training team.

b. Mentor officer candidate criteria include the following:

- Must possess a certificate of completion for the 80-hour DOT from an approved TC.
- Has taught the DARE program for a minimum of 12 core classes and has completed no less than two full semesters of experience in the classroom, confirmed by a school district upon request.
- Must be able to document affiliation with an approved RTC or TC.
- Should possess the following traits:
 - ☐ Responsiveness to instruction.
 - ☐ Personal initiative.
 - ☐ Ability to develop interpersonal relationships.
 - ☐ Ability to effectively communicate with adult learners.
 - ☐ Promptness; good time-management skills.
 - ☐ Exemplary role model in both formal and informal situations.
 - ☐ One who refrains from sexual, racial, gender, ethnic, or other stereotypical or inappropriate and insensitive remarks.

- ☐ Flexible and able to handle the unexpected.
- ☐ Committed to careful replication of the parent project.

States or localities responsible for DARE program coordination may institute more restrictive criteria than that provided by this policy. Applicants for MOT must provide verification of candidate eligibility from the appropriate State or local coordination entity, if applicable, prior to enrollment.

Certification of Mentor Officers

Number: 90-05

Date: August 15, 1990

1. Purpose

To establish procedures for the certification of a mentor officer.

2. Policy

It is the policy of the DARE Training Center Policy Advisory Board (TCPAB) that any candidate seeking to become certified as a mentor officer must complete the prescribed process.

3. Procedures

a. Upon selection as a mentor officer candidate in accordance with Policy and Procedure Number 90-04, an officer must meet the following conditions prior to receiving certification:

- Must possess a certificate of completion for the 40-hour Mentor Officer Training (MOT) from a Regional Training Center (RTC).
- Must have served in an apprenticeship under the supervision of a senior mentor officer for a minimum of one DARE Officer Training (DOT) course conducted by a recognized Training Center (TC).
- Must have undergone a performance observation conducted by a senior member of an RTC training team.

b. The jurisdictional RTC is responsible for issuing mentor officer certification.

- Following submittal of documentation by the candidate and appropriate TC or RTC stating that the above conditions were met, the RTC will conduct a certification review.
- Certification reviews by the RTC will determine one of the following:
 - *Certification.* Entitles the candidate to full designation as a mentor officer with the rights and responsibilities of that title.
 - *Conditional certification.* Requires that certain additional conditions must be satisfied by the candidate prior to full certification. This may entail remedial training, additional apprentice time, or continued senior mentor officer supervision.
 - *Denial.* Withholds a candidate's certification based upon demonstrable evidence of the officer's failure to comply with performance standards, violation of the curriculum, or a lack of the talents necessary to be a trainer.
- The jurisdictional RTC maintains the responsibility to monitor certified mentors to ensure compliance with curriculum and performance standards.

Proposed Modifications to DARE Curricular Materials

Number: 91-01

Date: April 1991

1. Purpose

To clearly define the procedures for submitting and reviewing proposed modifications to DARE curricular materials.

2. Policy

DARE curricular materials are copyright protected. Any deviation in the printing or presentation of copyrighted materials constitutes a violation of Federal law.

Recognizing that modifications in the curriculum may be appropriate, the following procedures have been

developed for submitting proposed modifications and for ensuring that the proposals are formally reviewed.

3. Procedure

- a. Every proposal for modification to DARE materials must be submitted to the jurisdictional Regional Training Center (RTC). The jurisdictional RTC shall provide a letter to the submitting agency acknowledging receipt of the proposal. A copy of the letter will be sent to the State coordinating agency, if applicable.
- b. The jurisdictional RTC shall submit the proposal to the chairperson of the Training Center Policy Advisory Board (TCPAB). The chairperson will assign the proposal to the Curriculum Committee for review.
- c. The Curriculum Committee will review the proposed modification(s) and will report its initial findings to TCPAB.
- d. If the proposal is deemed to be without merit, a letter shall be prepared by the jurisdictional RTC informing the submitting agency of the board's action. A copy of the letter will be sent to the State coordinating agency, if applicable.
- e. If the proposal is endorsed by the TCPAB, a letter shall be prepared by the jurisdictional RTC informing the agency of the board's endorsement and that the proposal has been forwarded to the Los Angeles Unified School District (LAUSD) for review and approval. A copy of the letter will be sent to the State coordinating agency, if applicable.
- f. The chairperson of the Curriculum Committee shall prepare transmittal correspondence for the TCPAB chairperson's signature.
- g. LAUSD shall provide a letter to the TCPAB chairperson acknowledging receipt of the proposal. A copy of that letter will be provided to the Curriculum Committee chairperson.
- h. After completing the review, LAUSD will notify the submitting agency of its decision. A copy of the letter will be sent to the chairperson of the TCPAB.
- i. The chairperson of the TCPAB will provide notice of LAUSD action to the chairperson of the Curriculum Committee, the submitting RTC, and the State DARE agency, if applicable.

SCREENED
FOIA # 60048
(URTS 16444)
By: NARA (RD-F)
Date: 2/6/2019

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: HOWARD, PATRICIA K., OJP

To: AG.

ODD: NONE

Date Received: 11-01-91 Date Due: NONE

Control #: X91110118610

Subject & Date

11-01-91 ROUTING SLIP ATTACHING A COPY OF THE OFFICE OF
JUSTICE PROGRAMS' (OJP) MASTER CALENDAR OF ACTIVITIES FOR
THE MONTHS OF NOVEMBER AND DECEMBER 1991.

Referred To: Date:
(1) OAG; 11-01-91
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Remarks

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(1) FOR INFORMATION.

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KMM 11-01-91

FILE: OFFICE OF JUSTICE PROGRAMS (OJP)

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16 NOV 91

ROUTING AND TRANSMITTAL SLIP

Date

November 1, 1991

TO: (Name, office symbol, room number, building, Agency/Post)	Initials	Date
1. Office of the Attorney General	RECEIVED	
2. DEPARTMENT OF JUSTICE		
3. '91 NOV -1	P1:55	
4. EXECUTIVE SECRETARIAT		
5.		

Action	File	Note and Return
Approval	For Clearance	Per Conversation
As Requested	For Correction	Prepare Reply
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Comment	Investigate	Signature
Coordination	Justify	

REMARKS

Attached, for your information, is a copy of the Office of Justice Programs' (OJP) Master Calendar of Activities for the months of November and December 1991.

If you need any additional information, please give me a call.

Attachment

DO NOT use this form as a RECORD of approvals, concurrences, disposals, clearances, and similar actions

FROM: (Name, org. symbol, Agency/Post)	Room No.—Bldg.
Patricia K. Howard, Executive Assistant	1300 - IND
to the Assistant Attorney General	Phone No.
Office of Justice Programs	307-5933

5041-102

OPTIONAL FORM 41 (Rev. 7-76)
Prescribed by GSA
FPMR (41 CFR) 101-11.206

* U.S. GPO: 1990 - 281-781

DEPARTMENT OF JUSTICE
OFFICE OF JUSTICE PROGRAMS

MASTER CALENDAR

DATE	ORGANIZATION	PURPOSE	LOCATION	NAME
* FOR THE MONTH OF : December				
12-12	CITIES IN SCHOOLS PARTNERSHIP PLAN, PHASE IV INTERAGENCY MEETING	MEETING		SHARIE CANTELON (JJ)
30-30	URINE TESTING OF JUVENILE DETAINEES - PHASE III -IDENTIFYING YOUTHS AT HIGH RISK OF FUTURE DELINQUENCY AND DRUG USE	PUBLICATION		BARBARA ALLEN-HAGEN (JJ)
31-31	EVALUATION OF FORMULA FUNDS-IAA	PUBLICATION		BARBARA ALLEN-HAGEN (JJ)

DEPARTMENT OF JUSTICE
OFFICE OF JUSTICE PROGRAMS

MASTER CALENDAR

DATE	ORGANIZATION	PURPOSE	LOCATION	NAME
* FOR THE MONTH OF : November				
11-11	SITE VISIT OF SAN DIEGO PD COMMUNITY POLICING EFFORTS THREE WORKSHOPS SECOND NATIONAL PROBLEM ORIENTED POLICING CONFERENCE	CONDUCT WORKSHOP	SAN DIEGO CA	MARGARET HEISLER (BJA)
1-4	OPENING SESSION OF THE NATIONAL JUVENILE DETENTION ASSOCIATION'S ANNUAL CONFERENCE.	CONFERENCE	RALEIGH NC	EMILY MARTIN (JJ)
1-7	TO ATTEND THE NATIONAL JUVENILE DETENTION ASSOCIATION AND MAKE A PRESENTATION ON THE OJJDP/NIC TRAINING AGREEMENT	MEETING	RALEIGH NC	JAMES GOULD (JJ)
4-5	FINANCIAL MONITORING OF VICTIMS COMP PROGRAM IN TEXAS	SITE VISIT	AUSTIN TX	CYNTHIA SCHWIMER (OC)
5-6	NATIONAL ASSOCIATION OF CRIMINAL JUSTICE PLANNERS	SPEECH	NEW ORLEANS LA	STEVEN D. DILLINGHAM (BJ)
5-9	MONITOR WASHOE INDIAN TRIBE CHILDREN'S JUSTICE ACT DISCRETIONARY GRANT.	MONITORING TRIP	RENO NV	WILLIAM G. BRANTLEY (OVC)
7-8	ILLINOIS PROFESSIONAL FIREFIGHTERS ASSOCIATION-PSOB ON DEATH AND DISABILITY PROGRAMS	WORKSHOP	CHICAGO IL	WILLIAM POWERS (BJA)
8-11	TO PRESENT PAPER AT AMERICAN PUBLIC HEALTH ASSN. ANNUAL MEETING	MEETING	ATLANTA GA	MICHAEL RAND (BJS)
8-10	SOUTHERN REGIONAL MEETING OF THE NATIONAL COALITION OF STATE JUVENILE JUSTICE ADVISORY GROUPS	MEETING	ORLANDO FL	CARMEN SANTIAGO ROBERT (
3-8	OBSTACLES TO RECOVERY AND RETURN OF PARENTALLY ABDUCTED CHILDREN	PUBLICATION		DONNI LEBOEUF (JJ)
3-10	NATIONAL COALITION OF STATE ADVISORY GROUPS REGIONAL MEETING	MEETING	ORLANDO FL	WARREN KAUFMAN (JJ)
11-15	FINANCIAL MONITORING OF BOYS & GIRLS BLUC OF AM,	SITE VISIT	NEW YORK NY	VERONICA FREEMAN (OC)

DEPARTMENT OF JUSTICE
OFFICE OF JUSTICE PROGRAMS

MASTER CALENDAR

DATE	ORGANIZATION	PURPOSE	LOCATION	NAME
	VERA INSTITUTE OF JUSTICE AND METROPOLITAN ASSISTANCE CORP.			
12-15	CONSORTIUM FOR CRIMINAL JUSTICE AUTOMATION TRAINING AND EDUCATION CONF	MONITOR	PHILADELPHIA PA	DONALD ANDERSON (BJA)
12-15	MEET W/RAND STAFF TO DISCUSS WORK ON ASSESSMENT OF 1988 DRUG ABUSE ACT. LECTURE BJA STATE & LOCAL OFFICIALS ON NIJ EVAL. PROG. AT ANNUAL MEETING.	MEETING/LECTURE	LA/SAN FRAN. CA	EDWIN W. ZEDLEWSKI (NIJ)
13-15	TO MONITOR THE VOCA VICTIM ASSISTANCE GRANT IN IDAHO.	MONITORING TRIP	BOISE ID	CAROLYN A. HIGHTOWER (OV)
13-15	TO MONITOR IDAHO'S VICTIM ASSISTANCE GRANT.	MONITORING TRIP	BOISE ID	CYNTHIA H. DARLING (OVC)
16-20	PARTICIPATE IN BJS TASK FORCE ON COURT DISPOSITION REPORTING	TASK FORCE	LOUISVILLE KY	CAROL KAPLAN (BJS)
16-18	ADVISORY BOARD MEETING FOR THE JUVENILES TAKEN INTO CUSTODY PROGRAM	MEETING	SAN FRANCISCO CA	BARBARA ALLEN-HAGEN (JJ)
18-23	GRANT # 90-IJ-CX-0059, "FRAUD IN THE SAVINGS & LOAN INDUSTRY AT THE U. OF CALIF.-IRVINE.	SITE VISIT	IRVINE CA	LOIS MOCK (NIJ)
18-20	TO MONITOR THE KENTUCKY STATEWIDE VICTIM ASSISTANCE VOCA PROGRAM.	MONITORING TRIP	FRANKFORT KY	CAROLYN A. HIGHTOWER (OV)
18-20	MONITOR THE VICTIM ASSISTANCE VOCA PROGRAM IN KENTUCKY.	MONITORING	FRANKFORT KY	CELESTINE E. WILLIAMS (O)
19-25	TO ATTEND THE AMERICAN SOCIETY OF CRIMINOLOGY MEETINGS TO CHAIR A PANEL AND DELIVER A PAPER.	PANEL/PAPER	SAN FRANCISCO CA	CAROL KALISH (BJS)
19-24	CHAIR PANEL ON HAIR ANALYSIS PRESENT PAPER AT PANEL DISC ON DEV IN DRUG TEST. IN CJ APPLICATIONS TASC MTG AND SITE VISIT TO CA GRANTEE	CONFERENCE	SAN FRANCISCO CA	BERNARD GROPPER' (NIJ)

DEPARTMENT OF JUSTICE
OFFICE OF JUSTICE PROGRAMS

MASTER CALENDAR

DATE	ORGANIZATION	PURPOSE	LOCATION	NAME
19-24	LABORATORIES. TO ATTEND EXEC BOARD MTGS. AND PRESENT PAPER ON RECID. AMONG YOUTH OFFENDERS AND PRESENT PAPER ON SUB. ABUSE AMONG FEMALE ARRESTEES AT ASC.	CONFERENCE	SAN FRANCISCO CA	CHRISTY VISHER (NIJ)
19-22	ATTEND 9TH ANNUAL CON. ON VICTIMS OF CRIME SPONSORED BY THE DEPT OF CJ SERVICES, VA NETWORK FOR V&W. ATTEND WORKSHOPS ON CAMPUS CRIME & CIVIL REMEDIES	CONFERENCE	CHARLOTTESVILLE VA	JOHN E. DAWSON (OVC)
20-23	PRES PAPER ON "DRUG ENFORC AND RULE OF LAW " CHAIRPANEL ON DRUG MARKET ANALYSIS AND CONVENE PANEL ON SPOUSE ASSAULT REPL. PROGRAM AT ASC.	CONFERENCE	SAN FRANCISCO CA	CRAIG UCHIDA (NIJ)
23-26	TRAINING DELIVERY FOR "FRIG TESTING THROUGHOUT THE CRIMINAL JUSTICE SYSTEM - PROBATION AND PAROLE"	MONITOR	ATLANTIC CITY NJ	JODY FORMAN (BJA)
23-26	PARTICIPATE AND MONITOR DRUG TESTING THROUGHOUT THE CRIMINAL JUSTICE SYSTEM - PROBATION AND PAROLE	MONITOR	ATLANTIC NJ	NORMA NANCE (BJA)
23-26	TO CHAIR PANEL AND PRESENT PAPER AT THE ANNUAL MEETING OF AMERICAN SOCIETY OF CRIMINOLOGY ENTITLED "LASTING EFFECTS OF 17YRS OF THE OJJDP."	MEETING	SAN FRANCISCO CA	IRVING SLOTT (JJ)
30-30	AMERICAN INDIAN AND ALASKAN NATIVE YOUTH: STUDY OF ALASKAN AND TRIBAL JUSTICE SYSTEMS	PUBLICATION		ERIC PETERSON (JJ)

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: NUNEZ, PETER K., ASST. SECRETARY, TREASURY DEPARTMENT
To: OJP (GURULE) (CC: AG.) ODD: NONE
Date Received: 11-27-91 Date Due: NONE Control #: X91112719812
Subject & Date
11-19-91 LETTER (COPY) EXPRESSING HIS APPRECIATION FOR THE
TREMENDOUS SUPPORT PROVIDED TO THE TREASURY DEPARTMENT BY
OJP IN HELPING THEM ADMINISTER THE SOUTHWEST BORDER HIGH
INTENSITY DRUG TRAFFICKING AREA PROGRAM.

Referred To:	Date:	Referred To:	Date:	
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Remarks
INFO CC: DAG.
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OLA CONTACT:
TJS 11-29-91
FILE: OFFICE OF JUSTICE PROGRAMS (OJP)
CROSS REFERENCES:
1. TREASURY DEPARTMENT

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19 Nov 91



ASSISTANT SECRETARY

DEPARTMENT OF THE TREASURY
WASHINGTON

NOV 19 1991

EXECUTIVE SECRETARIAT

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RECEIVED
DEPARTMENT OF JUSTICE

Mr. James Gurule
Assistant Attorney General for the
Office of Justice Programs
U.S. Department of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

Dear Jimmy:

As we enter the Fiscal Year 1992 implementation phase of the High Intensity Drug Trafficking Area (HIDTA) program, I want to take this opportunity to express my sincere appreciation for the tremendous support provided to the Department of the Treasury by the Office of Justice Programs.

When distribution of HIDTA funding to state and local law enforcement agencies became a part of the program in Fiscal Year 1991, Treasury requested assistance from your office. I am pleased to advise you that Mr. Jack Nadol, Comptroller, and Mr. Michael Lynch, Director, Financial Management and Grants Administration Division, and others on your staff have provided exceptional guidance and assistance. In addition to their efforts in helping us administer this important program, they played a major role in developing the agreements which would allow this to be done in an efficient and effective manner.

Please convey my appreciation to all those involved for a job well done. They have contributed greatly to the success of the Southwest border HIDTA program.

Sincerely,

Peter K. Nunez
Assistant Secretary
(Enforcement)

✓ cc: William Barr
Acting Attorney General

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: SWEET, ROBERT W., JR., ADMINISTRATOR, OJJDP
To: AG. (THRU OJP/GURULE) ODD: NONE
Date Received: 11-21-91 Date Due: NONE Control #: X91112219569
Subject & Date
11-21-91 MEMO ATTACHING ADVANCE COPIES OF AN OFFICE OF
JUVENILE JUSTICE AND DELINQUENCY PREVENTION (OJJDP) UPDATE
ON STATISTICS ENTITLED "JUVENILE COURT DRUG AND ALCOHOL
CASES: 1985-1988" THAT OJJDP INTENDS TO RELEASE
NOVEMBER 29, 1991.

	Referred To:	Date:		Referred To:	Date:	
(1)	OAG;	11-22-91	(5)			W/IN:
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INFO CC: DAG, PAO.
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21 Nov 91



U.S. Department of Justice

Office of Justice Programs

Office of Juvenile Justice and
Delinquency Prevention

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Washington, D.C. 20531

91 NOV 21 P 4:43
NOV 21 1991

MEMORANDUM EXECUTIVE SECRETARIAT

TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurule
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr.
Administrator
Office of Juvenile Justice and
Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of an *OJJDP Update on Statistics* entitled "Juvenile Court Drug and Alcohol Cases: 1985-1988" that OJJDP intends to release November 29, 1991.

The *Update* presents a comprehensive statistical picture of the court's handling of drug and alcohol cases from 1985 through 1988. It examines trends in drug and alcohol case rates, use of detention, and racial differences. The *Update* reports the findings of a study of nearly 300,000 court records describing drug and alcohol cases processed during the 4-year period, representing 841 courts in 17 States.

The *Update* will be distributed to the State Juvenile Justice Advisory Groups, Criminal Justice Councils, policymakers, researchers, associations, juvenile and family court judges, and the OJJDP practitioner mailing list. It will also be distributed at conferences and mailed to individuals requesting information concerning the activities of the nation's juvenile courts.

If you have any questions about this document, please call me at 307-5911.

Attachments



OJJDP Update on Statistics

Robert W. Sweet, Jr., Administrator

November 1991

Juvenile Court Drug and Alcohol Cases: 1985-1988

by Melissa Sickmund, Ph.D.

From 1985 through 1988, juvenile courts saw an increase in both drug and alcohol cases. During those years, in the jurisdictions studied, the drug case rate increased nearly 12 percent, while the alcohol case rate increased by 8 percent. The juvenile court's handling of drug cases changed noticeably over this time period. By 1988, drug cases were more likely to be handled formally, were more likely to result in residential placement, and were less likely to be dismissed

outright. While the severity with which drug cases were handled increased, not much changed in the way alcohol cases were processed.

At the request of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the National Center for Juvenile Justice (NCJJ) conducted a National Juvenile Court Data Archive study of nearly 300,000 court records describing drug and alcohol cases processed from

1985 through 1988 in 841 courts in 17 States. The cases selected for analysis were those that had a drug or alcohol offense as the most serious charge. In these jurisdictions:

- The drug case rate for whites decreased 15 percent from 1985 through 1988. For nonwhites, the drug case rate increased 88 percent. By 1988 the rate for nonwhites was more than 2.5 times the rate for whites.

From the Administrator

Some years ago, drug use was viewed by many young people as a harmless, socially acceptable activity. But, more and more young people today consider drug use an unacceptable, dangerous, and even deadly behavior. Because of changing American attitudes about drugs, today's youth are less likely to try drugs in the first place, despite the continued widespread availability of illegal substances. However, the battle is not yet won. There are far too many youth in this country who remain involved with drugs—youth we cannot afford to ignore.

A key agent of intervention in the war against youth drug use is the juvenile court. Policymakers can examine juvenile court handling of drug cases to assess current intervention strategies.

This is the second *OJJDP Update* to present statistics on the juvenile court's handling of drug and alcohol cases. An earlier report looked at 1984 cases; this report presents 1985 through 1988 data on recent trends.*

Trends have changed since 1984. In 1985, crack hit the streets in full force. Nevertheless, surveys since 1984 show a substantial overall decline in youth drug use. Because juvenile courts joined the war on drugs by increasing the severity with which they handle drug cases, a progressively larger caseload has placed a great strain on juvenile court resources.

* Sickmund, Melissa, "Juvenile Courts Vary Greatly in How They Handle Drug and Alcohol Cases," *Update on Statistics*, OJJDP, 1989.

In contrast, not much has changed since 1984 in processing juvenile alcohol cases. Although alcohol use is considered by many to be a "gateway" to illicit drug use, juvenile drinking cases are generally handled on an informal basis while driving-under-the-influence cases are typically handled formally.

Each jurisdiction, each community, and each neighborhood must seek its own solutions to the problems of youth drug and alcohol use. While data in this *Update* raise issues of concern about differences in the handling of white and nonwhite youth, they do not explain these differences.

Robert W. Sweet, Jr.
Administrator

Methods

This report is based on analyses of automated case-level data for calendar years 1985 through 1988. Cases were identified as drug or alcohol cases based on their most serious offense. Drug offenses include possessing or selling a controlled substance or drug paraphernalia or being in a place where controlled substances are used or sold. In the jurisdictions in which drug possession could be distinguished from trafficking, about one in seven drug cases could not be classified as either drug possession or trafficking. The majority of these cases involved the possession of paraphernalia and were not included in possession-trafficking comparisons. Alcohol offenses included public drinking, drunkenness, liquor law violations, underage drinking, and driving under the influence. Youth involved with drugs or alcohol, but not charged with a drug or alcohol offense as their most serious offense, were not included. Case disposition information was based on the most severe disposition.

Jurisdictions were selected for inclusion if their data represented the complete reporting of both petitioned and nonpetitioned cases handled by the juvenile court for each year studied. Data from 841 jurisdictions in 17 States (Arizona, California, Connecticut, Florida, Hawaii, Iowa, Maryland, Mississippi, Missouri, Nebraska, New Jersey, North Dakota, Pennsylvania, South Carolina, South

Dakota, Utah, and Virginia) were included. These jurisdictions represented 37 percent of the youth-at-risk population in the United States in 1988. These jurisdictions had a slightly larger proportion of nonwhite youth, compared to the Nation as a whole. Detention information was provided by jurisdictions covering 33 percent of the U.S. youth-at-risk population. These jurisdictions also had a somewhat larger percentage of nonwhite youth.

Data from jurisdictions representing 27 percent of the country's youth-at-risk population were used in the drug possession versus trafficking comparisons. These jurisdictions had the same proportion of nonwhite youth as the Nation as a whole. The use of detention comparisons involving these more detailed offense categories was based on fewer jurisdictions (with 25 percent of the population at risk).

The drinking versus driving-under-the-influence comparisons were based on data from jurisdictions covering 30 percent of the U.S. youth-at-risk population. These jurisdictions, like the larger sample, were somewhat overrepresentative of nonwhite youth. The use of detention comparisons involving these more detailed offense categories were based on jurisdictions with 26 percent coverage.

Trends in drug case rates

In 1985, juvenile courts processed 3.69 drug cases for every 1,000 youth at risk living in their jurisdictions (figure 1).¹ The drug case rate increased nearly 12 percent to 4.12 cases per 1,000 youth at risk in 1988. The 8-percent increase in the drug case rate between 1987 and 1988 accounted for most of the overall increase.

In each year studied, the rate of youth referral to juvenile court for drug offenses increased continuously and substantially with age (table 1). However, from 1985 through 1988 the gap between the rates of younger and older youth widened. While drug case rates for 16- and 17-year-olds increased steadily from 1985 through 1988, they declined slightly for younger youth over the same time period.

The gap between male and female drug case rates widened from 1985 through 1988. While the male rate increased steadily (a 13-percent increase overall), the female rate declined (an 8-percent decline overall). In 1985 the female rate was about 20 percent of the male rate, but by 1988 it was only about 16 percent of the male rate.

The gap between white and nonwhite drug case rates increased substantially from 1985 through 1988 (figure 2). In 1985, the white rate was about 80 percent of the nonwhite rate. From 1985 through 1988 the drug case rate for whites decreased by 15 percent. However, for nonwhites the drug case rate increased steadily for an overall increase of 88 percent. Therefore, by 1988 the rate for nonwhites was more than 2.5 times the rate for whites.

Possession versus trafficking. For each year studied, juvenile courts processed a larger number of drug possession cases

- Drug case rates for 16- and 17-year-olds increased steadily from 1985 through 1988. For younger youth, drug case rates declined.

- In 1985, about 5 out of 10 drug cases were handled formally by a judge, compared to more than 6 in 10 in 1988.

- While the drug case rate for nonwhites was 2.5 times the white rate in

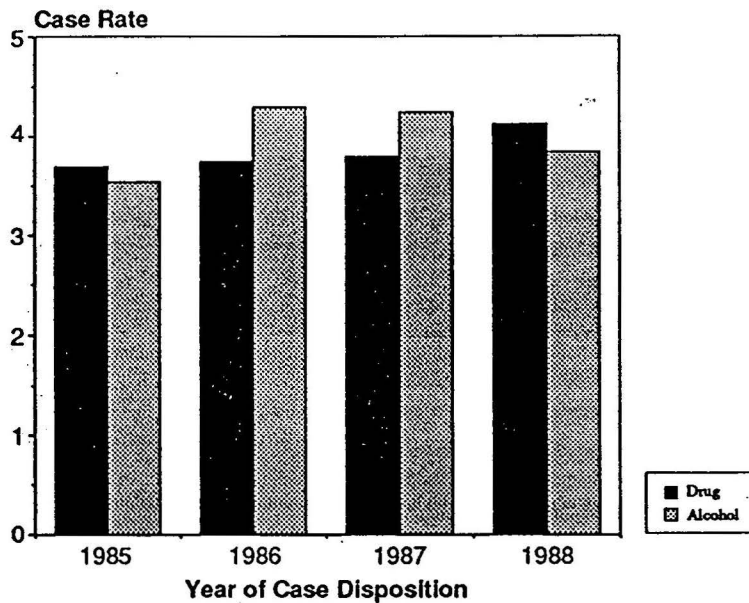
1988, the alcohol case rate for whites was nearly 4 times the nonwhite rate.

- In 1988, as in previous years, more than three-quarters of all drinking cases were handled informally by an intake department, but three-quarters of all driving-under-the-influence cases were handled formally by a judge.

1. The youth-at-risk population includes youth aged 10 through the upper age of juvenile court jurisdiction in their State. The upper age of jurisdiction was 17 in most of the States included in this analysis. In one State (Connecticut) the upper age of jurisdiction was 15, and in two States (Missouri and South Carolina) it was 16.

Figure 1

Drug and Alcohol Case Rate Trends: 1985-1988



Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

than drug trafficking cases. However, the drug possession case rate showed a slight overall increase of 3 percent, while the drug trafficking case rate increased by 8 percent overall. By 1988, approximately eight possession cases were processed by juvenile court for every seven trafficking cases.

Trends in alcohol case rates

Although the alcohol case rate increased 8 percent between 1985 and 1988, the more recent trend is a declining one (table 2). Between 1985 and 1986, the alcohol case rate rose 21 percent, but the rate dropped steadily between 1986 and 1988.

Like the drug case rate, the alcohol case rate increased with age. Rates for 16- and 17-year-olds were substantially higher than rates for younger juveniles. In fact, the alcohol case rate for 16-year-olds was more than double the rate for 15-year-olds for each year studied. The rates for 17-year-olds were, in turn, more than 1.5 times the rate for 16-year-olds. The case rates within individual age groups fluctuated over time in a pattern that mirrored the overall alcohol rates.

Fluctuations similar to those found in the overall alcohol case rate also were observed for both male and female alcohol case rates. Male alcohol case rates were nearly three times the female rates throughout the timeframe. The male rate peaked in 1986 then dropped steadily, resulting in an overall increase of 6 percent between 1985 and 1988. For females the peak year was 1987, with an overall increase of 12 percent.

The alcohol case rate for whites rose 23 percent between 1985 and 1986 and then declined, while the alcohol case rate for nonwhites showed no decline between 1986 and 1988 (figure 3). The rate for nonwhites rose 22 percent between 1985 and 1987 and remained at that higher level. Although in 1988 the drug case rate for nonwhites was 2.5 times the white rate, the alcohol case rate for whites was nearly 4 times the nonwhite rate.

Table 1

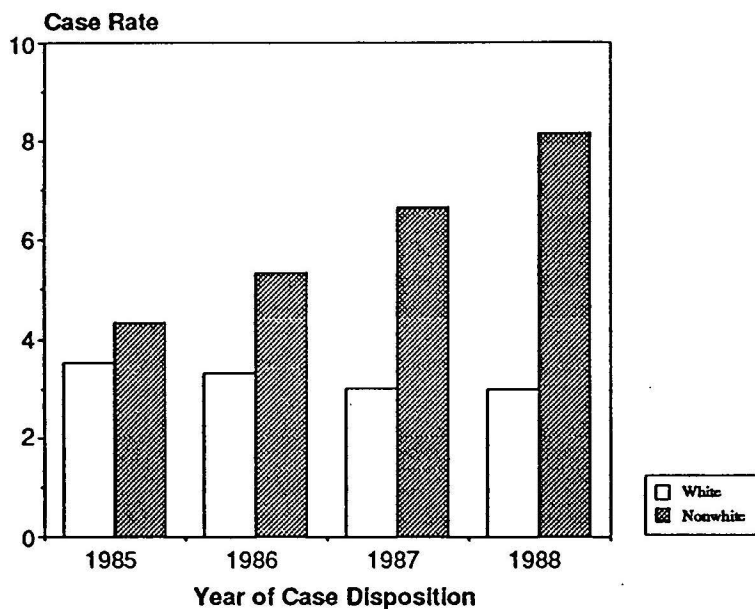
Drug Case Rates by Age, Sex, and Race: 1985-1988

	Drug Cases per 1,000 Youth at Risk			
	1985	1986	1987	1988
Total	3.69	3.75	3.80	4.12
Age				
10	0.03	0.03	0.02	0.02
11	0.09	0.06	0.07	0.08
12	0.38	0.30	0.27	0.32
13	1.19	1.18	0.98	1.11
14	2.88	2.77	2.48	2.86
15	5.27	5.14	5.05	5.71
16	7.85	7.98	8.01	8.74
17	10.46	10.60	11.41	12.05
Sex				
Male	5.79	5.91	6.03	6.57
Female	1.19	1.18	1.11	1.09
Race				
White	3.52	3.32	3.02	3.00
Nonwhite	4.35	5.36	6.67	8.17

Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Figure 2

Drug Case Rate Trends by Race: 1985–1988



Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Drinking versus driving under the influence. Drinking cases were referred at a substantially higher rate than driving-under-the-influence cases. In 1988, there were six drinking cases handled by the juvenile courts for every driving-under-the-influence case processed. Both types of alcohol cases showed rate patterns similar to the overall rates—early increases followed by decline. The drinking case rate rose substantially between 1985 and 1986 and then declined, resulting in an overall growth of 7 percent between 1985 and 1988. The driving-under-the-influence case rate increased 23 percent from 1985 to 1986, but by 1988 it had returned to the 1985 level.

Use of detention

Youth may be placed in a detention facility by the court at some point between referral to court and case disposition. There are several reasons a court may decide to place a youth in detention. Detention is often deemed necessary to protect the community from the youth, to protect the youth, or both. Detention is also ordered to ensure the youth's appearance at an upcoming hearing. A period of detention may also be required to evaluate the youth for treatment purposes.

In 1985, detention was ordered in slightly more than a quarter of the drug cases (figure 4). By 1988, the proportion of drug cases detained had increased to more than one-third. The use of detention was more likely in 1988 than in 1985 for both drug possession and drug trafficking cases. Although youth in drug trafficking cases were more likely to be detained than youth in drug possession cases across all years, the increase in the proportion of cases detained was greater for trafficking than for possession.

Detention was far less likely in alcohol cases than in drug cases, and the proportion of alcohol cases detained actually declined from 1985 through 1988. The declining trend in the proportion of alcohol cases detained was seen for both drinking and driving-under-the-influence cases.

Table 2

Alcohol Case Rates by Age, Sex, and Race: 1985–1988

	Alcohol Cases per 1,000 Youth at Risk			
	1985	1986	1987	1988
Total	3.54	4.30	4.25	3.84
Age				
10	0.01	0.01	0.01	0.01
11	0.03	0.02	0.03	0.03
12	0.14	0.16	0.15	0.11
13	0.52	0.58	0.53	0.45
14	1.57	1.83	1.75	1.50
15	3.83	4.28	4.23	3.67
16	8.46	10.07	9.60	8.66
17	12.82	15.61	15.45	14.43
Sex				
Male	4.97	6.08	5.90	5.28
Female	1.72	2.07	2.15	1.93
Race				
White	4.21	5.16	5.09	4.58
Nonwhite	0.95	1.10	1.16	1.16

Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Racial differences. There are increasing numbers of minority youth confined in detention facilities. An earlier *OJJDP Update* linked the disproportionate increase in minority detentions to a change in the court's use of detention in drug cases and the disproportionate increase in the number of drug cases for nonwhites.² However, this change in the court's response to drug cases has been more pronounced for cases involving nonwhites. That is, the likelihood of detention in drug cases increased more for nonwhites than for whites. Between 1985 and 1986, the proportion of white youth detained in drug cases increased slightly from 24 percent to 25 percent and remained at that level through 1988 (table 3). However, among nonwhites the detention rate increased from 36 percent in 1985 to 48 percent in 1987 and 1988. Thus, the gap between whites and nonwhites, in terms of the likelihood of detention, has widened markedly. By 1988, the likelihood of detention in drug cases was almost twice as great for nonwhites as it was for whites.

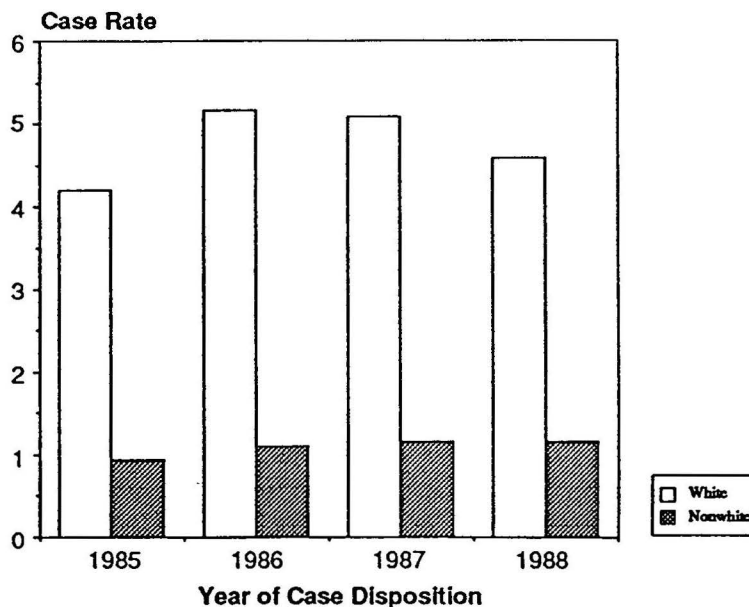
The relative difference in the use of detention for whites and nonwhites was greater for drug trafficking cases than for drug possession cases (table 4). However, from 1985 through 1988 this racial difference increased for drug possession cases but not for drug trafficking cases. Among drug possession cases handled in 1988, 36 percent of nonwhites were detained, compared to 24 percent of whites. Looking at drug trafficking cases that year, 61 percent of nonwhites were detained, compared to 35 percent of whites.

The downward trend in the likelihood of detention in drinking and driving-under-the-influence cases occurred for both whites and nonwhites (table 5). As with drug cases, nonwhites were more likely to be detained than whites; however, the differences between racial groups were not as great for alcohol cases. Among drinking cases, the difference in the likelihood of detention between whites

2. Snyder, Howard, N., "Growth in Minority Detention Attributed to Drug Law Violators," *Update on Statistics*, OJJDP, 1990.

Figure 3

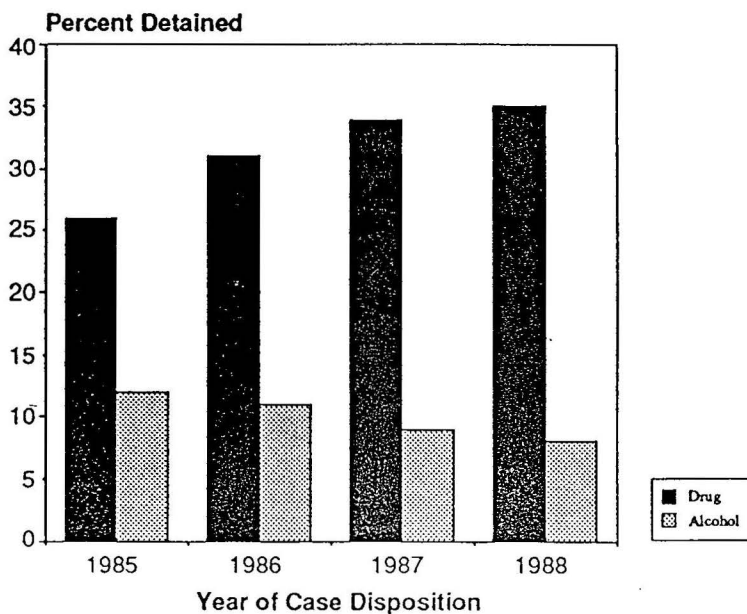
Alcohol Case Rate Trends by Race: 1985-1988



Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Figure 4

Trends in the Use of Detention in Drug and Alcohol Cases: 1985-1988



Data Sources: AZ, CA, FL, IA, MS, MO, NE, NJ, ND, PA, SC, SD, VA

Table 3

Use of Detention in Drug and Alcohol Cases: 1985-1988

	Percent of Cases Detained			
	1985	1986	1987	1988
Drug Cases	26	31	34	35
White	24	25	25	25
Nonwhite	36	45	48	48
Alcohol Cases	12	11	9	8
White	12	11	9	7
Nonwhite	20	16	13	12

Data Sources: AZ, CA, FL, IA, MS, MO, NE, NJ, ND, PA, SC, SD, VA

Table 4

Use of Detention in Drug Possession and Trafficking Cases: 1985-1988

	Percent of Cases Detained			
	1985	1986	1987	1988
Drug Possession Cases	26	32	32	28
White	26	29	27	24
Nonwhite	30	44	44	36
Drug Trafficking Cases	34	41	43	46
White	29	32	33	35
Nonwhite	51	58	60	61

Data Sources: AZ, CA, MO, NJ, PA, SC, VA

Table 5

Use of Detention in Drinking and Driving-Under-the-Influence Cases: 1985-1988

	Percent of Cases Detained			
	1985	1986	1987	1988
Drinking Cases	12	10	8	7
White	12	10	8	7
Nonwhite	21	16	11	11
Alcohol Cases	25	22	19	18
White	25	22	18	17
Nonwhite	27	26	28	24

Data Sources: AZ, CA, IA, MS, NE, NJ, PA, SC, SD, VA

and nonwhites remained about the same. For driving-under-the-influence cases, the percentage of cases detained dropped for whites but not for nonwhites.

Case processing

When a drug or alcohol case is referred to juvenile court, one of the first decisions made is whether the case will be handled formally or informally. Informal cases are handled by the intake department and do not involve an adjudicatory or waiver hearing. Many of these cases are dismissed outright, but others may result in informal probation, referral to another agency, payment of fines or restitution, or voluntary placement outside the home. If the intake department decides to process the case formally, a petition is filed, and the case is placed on the court calendar for a waiver or adjudicatory hearing.

At a waiver hearing the judge decides whether the juvenile court should waive its jurisdiction over the case, transferring it to criminal court where the youth can be processed as an adult. The waiver decision is based, in part, on the seriousness of the offense and whether the youth seems amenable to rehabilitation through various dispositional alternatives available to the juvenile court. Very few juvenile court cases are waived to criminal court.

At the adjudicatory hearing the judge must determine whether the youth should be adjudicated (judged) delinquent or a status offender. If the youth is adjudicated, the judge then makes a dispositional decision that could include commitment to a residential facility, probation, referral to another agency or treatment program, a fine, restitution, or community service. If the youth is not adjudicated, the case is usually dismissed or the youth may agree to some sort of voluntary sanction. Very often the court's dispositional order includes multiple sanctions, for example, probation plus community service. Only the most severe disposition in each case was included in this analysis.

Figure 5

Processing of a Typical 100 Drug Cases: 1985–1988

Cases Disposed in 1985

100 Cases	Petitioned	49	Waiver	<0.5
	Not Petitioned	51	Placement	10
			Probation	25
			Dismissal	10
			Other	4
		Probation	16	
		Dismissal	26	
		Other	9	

Cases Disposed in 1988

100 Cases	Petitioned	62	Waiver	<0.5
	Not Petitioned	38	Placement	14
			Probation	27
			Dismissal	17
			Other	5
		Probation	10	
		Dismissal	20	
		Other	8	

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Drug cases

From 1985 through 1988, drug cases were handled with increasing severity by the court. Compared to 1985, drug cases disposed in 1988 were more likely to be handled formally, and youth were more likely to be placed outside the home in a residential facility. In 1985, of a typical 100 drug cases processed, 51 were handled informally, and 26 of these were then dismissed (figure 5). In comparison, by 1988, only 38 of a typical 100 drug cases were handled informally, with 20 of those dismissed. Of 49 drug cases handled formally in 1985, 10 were placed out of the home, 25 were placed on probation, 4 received other formal sanctions, and 10 were dismissed. Of those handled formally in 1988, 14 resulted in residential placement, 27 received probation, 5 were given other formal sanctions, and 17

were dismissed. Although about the same proportion of drug cases were dismissed, overall, in 1985 as in 1988, the fact that fewer cases were dismissed at the intake level is another indication that drug cases are now considered more serious than in the past. The primary locus of dismissal decisions has shifted from intake to the courtroom.

Waiving juvenile court jurisdiction and transferring a case to criminal court is, perhaps, the most severe means of handling a case. The trend toward severe handling of drug cases in juvenile courts did not increase the likelihood of waiver. Less than half of 1 percent of the drug cases processed each year resulted in waiver.

Possession versus trafficking. Drug possession and drug trafficking cases were handled similarly in 1985. By

1988, however, youth charged with drug trafficking were handled more severely—their cases were more likely to be petitioned, and they were more likely to be placed in a residential facility. In 1985, half the drug possession cases and about half the drug trafficking cases were handled formally by the court (figures 6–A and 6–B). In 1988, 58 of 100 drug possession cases were petitioned for formal handling, compared to 66 of 100 drug trafficking cases. In 1985, in 11 of 100 drug possession cases and in 13 of 100 drug trafficking cases, youth were placed out of the home. In 1988, 14 of 100 drug possession cases resulted in residential placement compared to 20 of 100 drug trafficking cases.

Figure 6-A

Processing of a Typical 100 Drug Possession Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned 50		Waiver	<0.5
			Placement	11
			Probation	25
			Dismissal	8
			Other	6
	Not Petitioned 50		Probation	18
			Dismissal	26
			Other	6

Cases Disposed in 1988

100 Cases	Petitioned 58		Waiver	<0.5
			Placement	14
			Probation	23
			Dismissal	16
			Other	5
	Not Petitioned 42		Probation	13
			Dismissal	23
			Other	5

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, MO, NJ, PA, SC, UT, VA

Figure 6-B

Processing of a Typical 100 Drug Trafficking Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned 51		Waiver	<0.5
			Placement	13
			Probation	29
			Dismissal	7
			Other	2
	Not Petitioned 49		Probation	11
			Dismissal	37
			Other	1

Cases Disposed in 1988

100 Cases	Petitioned 66		Waiver	<0.5
			Placement	20
			Probation	28
			Dismissal	15
			Other	3
	Not Petitioned 34		Probation	7
			Dismissal	25
			Other	2

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, MO, NJ, PA, SC, UT, VA

Figure 7

Processing of a Typical 100 Alcohol Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned	27			Waiver	<0.5
	Not Petitioned	73			Placement	3
			Probation	22	Probation	14
			Dismissal	34	Dismissal	5
			Other	16	Other	5

Cases Disposed in 1988

100 Cases	Petitioned	28			Waiver	<0.5
	Not Petitioned	72			Placement	2
			Probation	22	Probation	14
			Dismissal	32	Dismissal	6
			Other	18	Other	6

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Alcohol cases

Unlike drug cases, the handling of alcohol cases did not change much from 1985 through 1988 (figure 7). In 1988, as in 1985 and the intervening years, the majority of alcohol cases, 72 of 100, were handled informally. Of those informal cases, 32 were dismissed, 22 were placed on probation, and the remaining cases received other voluntary sanctions. Of the 28 cases handled formally, 14 were placed on probation, 2 resulted in residential placement, 6 were dismissed, and 6 received other dispositions.

Drinking versus driving under the influence. Throughout the timeframe, driving-under-the-influence cases were more likely to be petitioned and placed

in a residential facility or on probation and were less likely to be dismissed than drinking cases (figures 8-A and 8-B). For example, in 1988, only 23 of 100 drinking cases were petitioned, compared to 75 of 100 driving-under-the-influence cases. Of the 23 petitioned drinking cases, only 9 resulted in probation orders, compared to 50 of the 75 petitioned driving-under-the-influence cases. Out-of-home placement was ordered in only two of the formally handled drinking cases, compared to six of the formal driving-under-the-influence cases. Of the 100 drinking cases processed that year, 43 were dismissed either with or without a petition. For driving-under-the-influence cases, only 22 of 100 cases were dismissed. The processing of drinking

and driving-under-the-influence cases did not change much between 1985 and 1988.

For more information

To obtain other *OJJDP Updates*, contact OJJDP's Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850, or call 800-638-8736 (301-251-5500 from Maryland and Metropolitan Washington, D.C.).

For more information about the Archive, contact the National Center for Juvenile Justice, 701 Forbes Avenue, Pittsburgh, PA 15219, or call 412-227-6950.

Figure 8-A

Processing of a Typical 100 Drinking Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned 22		Waiver	<0.5
	Not Petitioned 78		Placement	3
			Probation	10
			Dismissal	4
		Other	6	
		Probation	22	
		Dismissal	40	
		Other	16	

Cases Disposed in 1988

100 Cases	Petitioned 23		Waiver	<0.5
	Not Petitioned 77		Placement	2
			Probation	9
			Dismissal	6
		Other	7	
		Probation	23	
		Dismissal	37	
		Other	17	

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, HI, IA, MD, MS, NE, NJ, PA, SC, SD, UT, VA

Figure 8-B

Processing of a Typical 100 Driving-Under-the-Influence Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned 75		Waiver	1
	Not Petitioned 25		Placement	7
			Probation	52
			Dismissal	7
		Other	8	
		Probation	9	
		Dismissal	12	
		Other	4	

Cases Disposed in 1988

100 Cases	Petitioned 75		Waiver	<0.5
	Not Petitioned 25		Placement	6
			Probation	50
			Dismissal	10
		Other	10	
		Probation	10	
		Dismissal	12	
		Other	3	

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, HI, IA, MD, MS, NE, NJ, PA, SC, SD, UT, VA

Acknowledgments

This *OJJDP Update* was written by Melissa Sickmund, Senior Research Associate at the National Center for Juvenile Justice. Data processing was performed by Terrence Finnegan, Dennis Sullivan, and Rowen Poole. Ellen Nimick supervised the data collection. This study was supported by funds provided to the National Juvenile Court Data Archive by OJJDP through grant number 85-JN-CX-0012.

Joseph Moone is the OJJDP Program Manager for the Archive. The Juvenile

Justice Clearinghouse was responsible for the graphic design and final report production.

NCJJ gratefully acknowledges the efforts of the many State and local agencies that contribute their data to the Archive. Their cooperation with requests for data and documentation made this work possible.

Points of view or opinions in this document are those of the author(s) and do not necessarily represent the official position or policies of OJJDP.

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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MEMORANDUM

EXECUTIVE SECRETARIAT

TO: William P. Barr
Acting Attorney General

THROUGH: Jimmy Gurule
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr.
Administrator
Office of Juvenile Justice and
Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of an *OJJDP Update on Statistics* entitled "Juvenile Court Drug and Alcohol Cases: 1985-1988" that OJJDP intends to release November 29, 1991.

The *Update* presents a comprehensive statistical picture of the court's handling of drug and alcohol cases from 1985 through 1988. It examines trends in drug and alcohol case rates, use of detention, and racial differences. The *Update* reports the findings of a study of nearly 300,000 court records describing drug and alcohol cases processed during the 4-year period, representing 841 courts in 17 States.

The *Update* will be distributed to the State Juvenile Justice Advisory Groups, Criminal Justice Councils, policymakers, researchers, associations, juvenile and family court judges, and the OJJDP practitioner mailing list. It will also be distributed at conferences and mailed to individuals requesting information concerning the activities of the nation's juvenile courts.

If you have any questions about this document, please call me at 307-5911.

Attachments



OJJDP Update on Statistics

Robert W. Sweet, Jr., Administrator

November 1991

Juvenile Court Drug and Alcohol Cases: 1985-1988

by Melissa Sickmund, Ph.D.

From 1985 through 1988, juvenile courts saw an increase in both drug and alcohol cases. During those years, in the jurisdictions studied, the drug case rate increased nearly 12 percent, while the alcohol case rate increased by 8 percent. The juvenile court's handling of drug cases changed noticeably over this time period. By 1988, drug cases were more likely to be handled formally, were more likely to result in residential placement, and were less likely to be dismissed

outright. While the severity with which drug cases were handled increased, not much changed in the way alcohol cases were processed.

At the request of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the National Center for Juvenile Justice (NCJJ) conducted a National Juvenile Court Data Archive study of nearly 300,000 court records describing drug and alcohol cases processed from

1985 through 1988 in 841 courts in 17 States. The cases selected for analysis were those that had a drug or alcohol offense as the most serious charge. In these jurisdictions:

- The drug case rate for whites decreased 15 percent from 1985 through 1988. For nonwhites, the drug case rate increased 88 percent. By 1988 the rate for nonwhites was more than 2.5 times the rate for whites.

From the Administrator

Some years ago, drug use was viewed by many young people as a harmless, socially acceptable activity. But, more and more young people today consider drug use an unacceptable, dangerous, and even deadly behavior. Because of changing American attitudes about drugs, today's youth are less likely to try drugs in the first place, despite the continued widespread availability of illegal substances. However, the battle is not yet won. There are far too many youth in this country who remain involved with drugs—youth we cannot afford to ignore.

A key agent of intervention in the war against youth drug use is the juvenile court. Policymakers can examine juvenile court handling of drug cases to assess current intervention strategies.

This is the second *OJJDP Update* to present statistics on the juvenile court's handling of drug and alcohol cases. An earlier report looked at 1984 cases; this report presents 1985 through 1988 data on recent trends.*

Trends have changed since 1984. In 1985, crack hit the streets in full force. Nevertheless, surveys since 1984 show a substantial overall decline in youth drug use. Because juvenile courts joined the war on drugs by increasing the severity with which they handle drug cases, a progressively larger caseload has placed a great strain on juvenile court resources.

* Sickmund, Melissa, "Juvenile Courts Vary Greatly in How They Handle Drug and Alcohol Cases," *Update on Statistics*, OJJDP, 1989.

In contrast, not much has changed since 1984 in processing juvenile alcohol cases. Although alcohol use is considered by many to be a "gateway" to illicit drug use, juvenile drinking cases are generally handled on an informal basis while driving-under-the-influence cases are typically handled formally.

Each jurisdiction, each community, and each neighborhood must seek its own solutions to the problems of youth drug and alcohol use. While data in this *Update* raise issues of concern about differences in the handling of white and nonwhite youth, they do not explain these differences.

Robert W. Sweet, Jr.
Administrator

Methods

This report is based on analyses of automated case-level data for calendar years 1985 through 1988. Cases were identified as drug or alcohol cases based on their most serious offense. Drug offenses include possessing or selling a controlled substance or drug paraphernalia or being in a place where controlled substances are used or sold. In the jurisdictions in which drug possession could be distinguished from trafficking, about one in seven drug cases could not be classified as either drug possession or trafficking. The majority of these cases involved the possession of paraphernalia and were not included in possession-trafficking comparisons. Alcohol offenses included public drinking, drunkenness, liquor law violations, underage drinking, and driving under the influence. Youth involved with drugs or alcohol, but not charged with a drug or alcohol offense as their most serious offense, were not included. Case disposition information was based on the most severe disposition.

Jurisdictions were selected for inclusion if their data represented the complete reporting of both petitioned and nonpetitioned cases handled by the juvenile court for each year studied. Data from 841 jurisdictions in 17 States (Arizona, California, Connecticut, Florida, Hawaii, Iowa, Maryland, Mississippi, Missouri, Nebraska, New Jersey, North Dakota, Pennsylvania, South Carolina, South

Dakota, Utah, and Virginia) were included. These jurisdictions represented 37 percent of the youth-at-risk population in the United States in 1988. These jurisdictions had a slightly larger proportion of nonwhite youth, compared to the Nation as a whole. Detention information was provided by jurisdictions covering 33 percent of the U.S. youth-at-risk population. These jurisdictions also had a somewhat larger percentage of nonwhite youth.

Data from jurisdictions representing 27 percent of the country's youth-at-risk population were used in the drug possession versus trafficking comparisons. These jurisdictions had the same proportion of nonwhite youth as the Nation as a whole. The use of detention comparisons involving these more detailed offense categories was based on fewer jurisdictions (with 25 percent of the population at risk).

The drinking versus driving-under-the-influence comparisons were based on data from jurisdictions covering 30 percent of the U.S. youth-at-risk population. These jurisdictions, like the larger sample, were somewhat overrepresentative of nonwhite youth. The use of detention comparisons involving these more detailed offense categories were based on jurisdictions with 26 percent coverage.

- Drug case rates for 16- and 17-year-olds increased steadily from 1985 through 1988. For younger youth, drug case rates declined.
- In 1985, about 5 out of 10 drug cases were handled formally by a judge, compared to more than 6 in 10 in 1988.
- While the drug case rate for nonwhites was 2.5 times the white rate in

1988, the alcohol case rate for whites was nearly 4 times the nonwhite rate.

- In 1988, as in previous years, more than three-quarters of all drinking cases were handled informally by an intake department, but three-quarters of all driving-under-the-influence cases were handled formally by a judge.

Trends in drug case rates

In 1985, juvenile courts processed 3.69 drug cases for every 1,000 youth at risk living in their jurisdictions (figure 1).¹ The drug case rate increased nearly 12 percent to 4.12 cases per 1,000 youth at risk in 1988. The 8-percent increase in the drug case rate between 1987 and 1988 accounted for most of the overall increase.

In each year studied, the rate of youth referral to juvenile court for drug offenses increased continuously and substantially with age (table 1). However, from 1985 through 1988 the gap between the rates of younger and older youth widened. While drug case rates for 16- and 17-year-olds increased steadily from 1985 through 1988, they declined slightly for younger youth over the same time period.

The gap between male and female drug case rates widened from 1985 through 1988. While the male rate increased steadily (a 13-percent increase overall), the female rate declined (an 8-percent decline overall). In 1985 the female rate was about 20 percent of the male rate, but by 1988 it was only about 16 percent of the male rate.

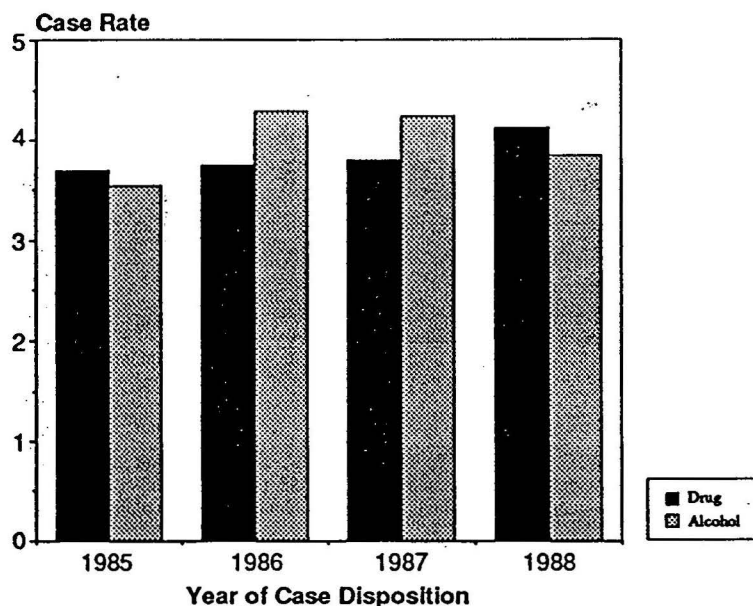
The gap between white and nonwhite drug case rates increased substantially from 1985 through 1988 (figure 2). In 1985, the white rate was about 80 percent of the nonwhite rate. From 1985 through 1988 the drug case rate for whites decreased by 15 percent. However, for nonwhites the drug case rate increased steadily for an overall increase of 88 percent. Therefore, by 1988 the rate for nonwhites was more than 2.5 times the rate for whites.

Possession versus trafficking. For each year studied, juvenile courts processed a larger number of drug possession cases

1. The youth-at-risk population includes youth aged 10 through the upper age of juvenile court jurisdiction in their State. The upper age of jurisdiction was 17 in most of the States included in this analysis. In one State (Connecticut) the upper age of jurisdiction was 15, and in two States (Missouri and South Carolina) it was 16.

Figure 1

Drug and Alcohol Case Rate Trends: 1985-1988



Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

than drug trafficking cases. However, the drug possession case rate showed a slight overall increase of 3 percent, while the drug trafficking case rate increased by 8 percent overall. By 1988, approximately eight possession cases were processed by juvenile court for every seven trafficking cases.

Trends in alcohol case rates

Although the alcohol case rate increased 8 percent between 1985 and 1988, the more recent trend is a declining one (table 2). Between 1985 and 1986, the alcohol case rate rose 21 percent, but the rate dropped steadily between 1986 and 1988.

Like the drug case rate, the alcohol case rate increased with age. Rates for 16- and 17-year-olds were substantially higher than rates for younger juveniles. In fact, the alcohol case rate for 16-year-olds was more than double the rate for 15-year-olds for each year studied. The rates for 17-year-olds were, in turn, more than 1.5 times the rate for 16-year-olds. The case rates within individual age groups fluctuated over time in a pattern that mirrored the overall alcohol rates.

Fluctuations similar to those found in the overall alcohol case rate also were observed for both male and female alcohol case rates. Male alcohol case rates were nearly three times the female rates throughout the timeframe. The male rate peaked in 1986 then dropped steadily, resulting in an overall increase of 6 percent between 1985 and 1988. For females the peak year was 1987, with an overall increase of 12 percent.

The alcohol case rate for whites rose 23 percent between 1985 and 1986 and then declined, while the alcohol case rate for nonwhites showed no decline between 1986 and 1988 (figure 3). The rate for nonwhites rose 22 percent between 1985 and 1987 and remained at that higher level. Although in 1988 the drug case rate for nonwhites was 2.5 times the white rate, the alcohol case rate for whites was nearly 4 times the nonwhite rate.

Table 1

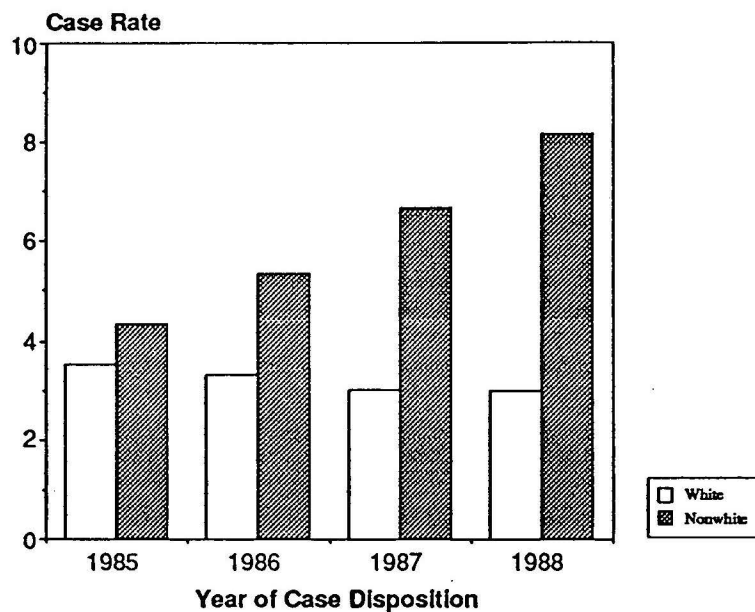
Drug Case Rates by Age, Sex, and Race: 1985-1988

	Drug Cases per 1,000 Youth at Risk			
	1985	1986	1987	1988
Total	3.69	3.75	3.80	4.12
Age				
10	0.03	0.03	0.02	0.02
11	0.09	0.06	0.07	0.08
12	0.38	0.30	0.27	0.32
13	1.19	1.18	0.98	1.11
14	2.88	2.77	2.48	2.86
15	5.27	5.14	5.05	5.71
16	7.85	7.98	8.01	8.74
17	10.46	10.60	11.41	12.05
Sex				
Male	5.79	5.91	6.03	6.57
Female	1.19	1.18	1.11	1.09
Race				
White	3.52	3.32	3.02	3.00
Nonwhite	4.35	5.36	6.67	8.17

Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Figure 2

Drug Case Rate Trends by Race: 1985-1988



Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Drinking versus driving under the influence. Drinking cases were referred at a substantially higher rate than driving-under-the-influence cases. In 1988, there were six drinking cases handled by the juvenile courts for every driving-under-the-influence case processed. Both types of alcohol cases showed rate patterns similar to the overall rates—early increases followed by decline. The drinking case rate rose substantially between 1985 and 1986 and then declined, resulting in an overall growth of 7 percent between 1985 and 1988. The driving-under-the-influence case rate increased 23 percent from 1985 to 1986, but by 1988 it had returned to the 1985 level.

Use of detention

Youth may be placed in a detention facility by the court at some point between referral to court and case disposition. There are several reasons a court may decide to place a youth in detention. Detention is often deemed necessary to protect the community from the youth, to protect the youth, or both. Detention is also ordered to ensure the youth's appearance at an upcoming hearing. A period of detention may also be required to evaluate the youth for treatment purposes.

In 1985, detention was ordered in slightly more than a quarter of the drug cases (figure 4). By 1988, the proportion of drug cases detained had increased to more than one-third. The use of detention was more likely in 1988 than in 1985 for both drug possession and drug trafficking cases. Although youth in drug trafficking cases were more likely to be detained than youth in drug possession cases across all years, the increase in the proportion of cases detained was greater for trafficking than for possession.

Detention was far less likely in alcohol cases than in drug cases, and the proportion of alcohol cases detained actually declined from 1985 through 1988. The declining trend in the proportion of alcohol cases detained was seen for both drinking and driving-under-the-influence cases.

Table 2

Alcohol Case Rates by Age, Sex, and Race: 1985-1988

	Alcohol Cases per 1,000 Youth at Risk			
	1985	1986	1987	1988
Total	3.54	4.30	4.25	3.84
Age				
10	0.01	0.01	0.01	0.01
11	0.03	0.02	0.03	0.03
12	0.14	0.16	0.15	0.11
13	0.52	0.58	0.53	0.45
14	1.57	1.83	1.75	1.50
15	3.83	4.28	4.23	3.67
16	8.46	10.07	9.60	8.66
17	12.82	15.61	15.45	14.43
Sex				
Male	4.97	6.08	5.90	5.28
Female	1.72	2.07	2.15	1.93
Race				
White	4.21	5.16	5.09	4.58
Nonwhite	0.95	1.10	1.16	1.16

Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Racial differences. There are increasing numbers of minority youth confined in detention facilities. An earlier *OJJDP Update* linked the disproportionate increase in minority detentions to a change in the court's use of detention in drug cases and the disproportionate increase in the number of drug cases for nonwhites.² However, this change in the court's response to drug cases has been more pronounced for cases involving nonwhites. That is, the likelihood of detention in drug cases increased more for nonwhites than for whites. Between 1985 and 1986, the proportion of white youth detained in drug cases increased slightly from 24 percent to 25 percent and remained at that level through 1988 (table 3). However, among nonwhites the detention rate increased from 36 percent in 1985 to 48 percent in 1987 and 1988. Thus, the gap between whites and nonwhites, in terms of the likelihood of detention, has widened markedly. By 1988, the likelihood of detention in drug cases was almost twice as great for nonwhites as it was for whites.

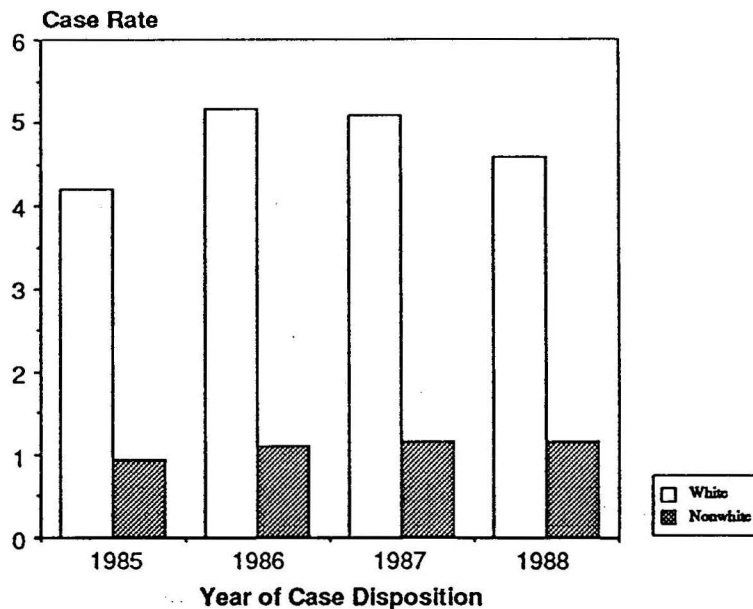
The relative difference in the use of detention for whites and nonwhites was greater for drug trafficking cases than for drug possession cases (table 4). However, from 1985 through 1988 this racial difference increased for drug possession cases but not for drug trafficking cases. Among drug possession cases handled in 1988, 36 percent of nonwhites were detained, compared to 24 percent of whites. Looking at drug trafficking cases that year, 61 percent of nonwhites were detained, compared to 35 percent of whites.

The downward trend in the likelihood of detention in drinking and driving-under-the-influence cases occurred for both whites and nonwhites (table 5). As with drug cases, nonwhites were more likely to be detained than whites; however, the differences between racial groups were not as great for alcohol cases. Among drinking cases, the difference in the likelihood of detention between whites

2. Snyder, Howard, N., "Growth in Minority Detention Attributed to Drug Law Violators," *Update on Statistics*, OJJDP, 1990.

Figure 3

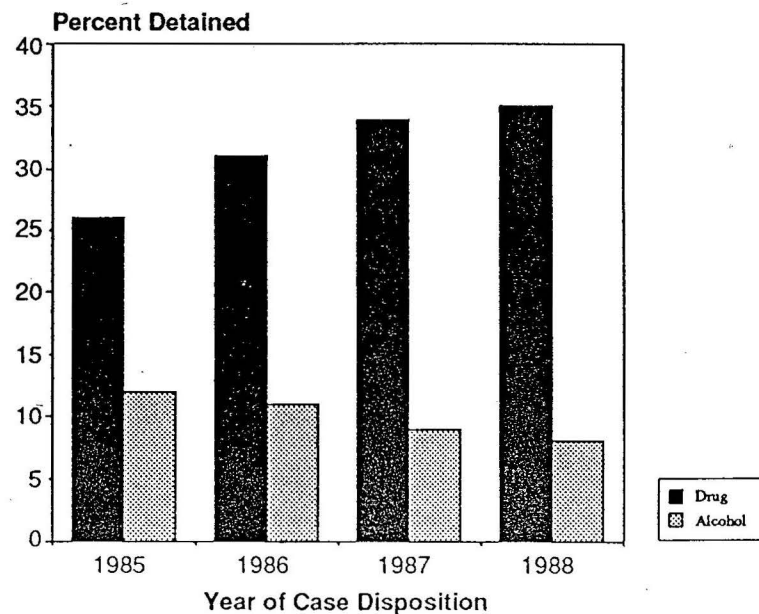
Alcohol Case Rate Trends by Race: 1985-1988



Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Figure 4

Trends in the Use of Detention in Drug and Alcohol Cases: 1985-1988



Data Sources: AZ, CA, FL, IA, MS, MO, NE, NJ, ND, PA, SC, SD, VA

Table 3

Use of Detention in Drug and Alcohol Cases: 1985–1988

	Percent of Cases Detained			
	1985	1986	1987	1988
Drug Cases	26	31	34	35
White	24	25	25	25
Nonwhite	36	45	48	48
Alcohol Cases	12	11	9	8
White	12	11	9	7
Nonwhite	20	16	13	12

Data Sources: AZ, CA, FL, IA, MS, MO, NE, NJ, ND, PA, SC, SD, VA

Table 4

Use of Detention in Drug Possession and Trafficking Cases: 1985–1988

	Percent of Cases Detained			
	1985	1986	1987	1988
Drug Possession Cases	26	32	32	28
White	26	29	27	24
Nonwhite	30	44	44	36
Drug Trafficking Cases	34	41	43	46
White	29	32	33	35
Nonwhite	51	58	60	61

Data Sources: AZ, CA, MO, NJ, PA, SC, VA

Table 5

Use of Detention in Drinking and Driving-Under-the-Influence Cases: 1985–1988

	Percent of Cases Detained			
	1985	1986	1987	1988
Drinking Cases	12	10	8	7
White	12	10	8	7
Nonwhite	21	16	11	11
Alcohol Cases	25	22	19	18
White	25	22	18	17
Nonwhite	27	26	28	24

Data Sources: AZ, CA, IA, MS, NE, NJ, PA, SC, SD, VA

and nonwhites remained about the same. For driving-under-the-influence cases, the percentage of cases detained dropped for whites but not for nonwhites.

Case processing

When a drug or alcohol case is referred to juvenile court, one of the first decisions made is whether the case will be handled formally or informally. Informal cases are handled by the intake department and do not involve an adjudicatory or waiver hearing. Many of these cases are dismissed outright, but others may result in informal probation, referral to another agency, payment of fines or restitution, or voluntary placement outside the home. If the intake department decides to process the case formally, a petition is filed, and the case is placed on the court calendar for a waiver or adjudicatory hearing.

At a waiver hearing the judge decides whether the juvenile court should waive its jurisdiction over the case, transferring it to criminal court where the youth can be processed as an adult. The waiver decision is based, in part, on the seriousness of the offense and whether the youth seems amenable to rehabilitation through various dispositional alternatives available to the juvenile court. Very few juvenile court cases are waived to criminal court.

At the adjudicatory hearing the judge must determine whether the youth should be adjudicated (judged) delinquent or a status offender. If the youth is adjudicated, the judge then makes a dispositional decision that could include commitment to a residential facility, probation, referral to another agency or treatment program, a fine, restitution, or community service. If the youth is not adjudicated, the case is usually dismissed or the youth may agree to some sort of voluntary sanction. Very often the court's dispositional order includes multiple sanctions, for example, probation plus community service. Only the most severe disposition in each case was included in this analysis.

Figure 5

Processing of a Typical 100 Drug Cases: 1985–1988

Cases Disposed in 1985

100 Cases	Petitioned	49		
	Not Petitioned	51		
			Waiver	<0.5
			Placement	10
			Probation	25
			Dismissal	10
			Other	4
			Probation	16
			Dismissal	26
			Other	9

Cases Disposed in 1988

100 Cases	Petitioned	62		
	Not Petitioned	38		
			Waiver	<0.5
			Placement	14
			Probation	27
			Dismissal	17
			Other	5
			Probation	10
			Dismissal	20
			Other	8

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Drug cases

From 1985 through 1988, drug cases were handled with increasing severity by the court. Compared to 1985, drug cases disposed in 1988 were more likely to be handled formally, and youth were more likely to be placed outside the home in a residential facility. In 1985, of a typical 100 drug cases processed, 51 were handled informally, and 26 of these were then dismissed (figure 5). In comparison, by 1988, only 38 of a typical 100 drug cases were handled informally, with 20 of those dismissed. Of 49 drug cases handled formally in 1985, 10 were placed out of the home, 25 were placed on probation, 4 received other formal sanctions, and 10 were dismissed. Of those handled formally in 1988, 14 resulted in residential placement, 27 received probation, 5 were given other formal sanctions, and 17

were dismissed. Although about the same proportion of drug cases were dismissed, overall, in 1985 as in 1988, the fact that fewer cases were dismissed at the intake level is another indication that drug cases are now considered more serious than in the past. The primary locus of dismissal decisions has shifted from intake to the courtroom.

Waiving juvenile court jurisdiction and transferring a case to criminal court is, perhaps, the most severe means of handling a case. The trend toward severe handling of drug cases in juvenile courts did not increase the likelihood of waiver. Less than half of 1 percent of the drug cases processed each year resulted in waiver.

Possession versus trafficking. Drug possession and drug trafficking cases were handled similarly in 1985. By

1988, however, youth charged with drug trafficking were handled more severely—their cases were more likely to be petitioned, and they were more likely to be placed in a residential facility. In 1985, half the drug possession cases and about half the drug trafficking cases were handled formally by the court (figures 6–A and 6–B). In 1988, 58 of 100 drug possession cases were petitioned for formal handling, compared to 66 of 100 drug trafficking cases. In 1985, in 11 of 100 drug possession cases and in 13 of 100 drug trafficking cases, youth were placed out of the home. In 1988, 14 of 100 drug possession cases resulted in residential placement compared to 20 of 100 drug trafficking cases.

Figure 6-A

Processing of a Typical 100 Drug Possession Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned 50		Waiver	<0.5
			Placement	11
			Probation	25
			Dismissal	8
			Other	6
	Not Petitioned 50		Probation	18
			Dismissal	26
			Other	6

Cases Disposed in 1988

100 Cases	Petitioned 58		Waiver	<0.5
			Placement	14
			Probation	23
			Dismissal	16
			Other	5
	Not Petitioned 42		Probation	13
			Dismissal	23
			Other	5

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, MO, NJ, PA, SC, UT, VA

Figure 6-B

Processing of a Typical 100 Drug Trafficking Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned 51		Waiver	<0.5
			Placement	13
			Probation	29
			Dismissal	7
			Other	2
	Not Petitioned 49		Probation	11
			Dismissal	37
			Other	1

Cases Disposed in 1988

100 Cases	Petitioned 66		Waiver	<0.5
			Placement	20
			Probation	28
			Dismissal	15
			Other	3
	Not Petitioned 34		Probation	7
			Dismissal	25
			Other	2

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, MO, NJ, PA, SC, UT, VA

Figure 7

Processing of a Typical 100 Alcohol Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned	27			Waiver	<0.5
	Not Petitioned	73			Placement	3
			Probation	22	Probation	14
			Dismissal	34	Dismissal	5
			Other	16	Other	5

Cases Disposed in 1988

100 Cases	Petitioned	28			Waiver	<0.5
	Not Petitioned	72			Placement	2
			Probation	22	Probation	14
			Dismissal	32	Dismissal	6
			Other	18	Other	6

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, FL, HI, IA, MD, MS, MO, NE, NJ, ND, PA, SC, SD, UT, VA

Alcohol cases

Unlike drug cases, the handling of alcohol cases did not change much from 1985 through 1988 (figure 7). In 1988, as in 1985 and the intervening years, the majority of alcohol cases, 72 of 100, were handled informally. Of those informal cases, 32 were dismissed, 22 were placed on probation, and the remaining cases received other voluntary sanctions. Of the 28 cases handled formally, 14 were placed on probation, 2 resulted in residential placement, 6 were dismissed, and 6 received other dispositions.

Drinking versus driving under the influence. Throughout the timeframe, driving-under-the-influence cases were more likely to be petitioned and placed

in a residential facility or on probation and were less likely to be dismissed than drinking cases (figures 8-A and 8-B). For example, in 1988, only 23 of 100 drinking cases were petitioned, compared to 75 of 100 driving-under-the-influence cases. Of the 23 petitioned drinking cases, only 9 resulted in probation orders, compared to 50 of the 75 petitioned driving-under-the-influence cases. Out-of-home placement was ordered in only two of the formally handled drinking cases, compared to six of the formal driving-under-the-influence cases. Of the 100 drinking cases processed that year, 43 were dismissed either with or without a petition. For driving-under-the-influence cases, only 22 of 100 cases were dismissed. The processing of drinking

and driving-under-the-influence cases did not change much between 1985 and 1988.

For more information

To obtain other *OJJDP Updates*, contact OJJDP's Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850, or call 800-638-8736 (301-251-5500 from Maryland and Metropolitan Washington, D.C.).

For more information about the Archive, contact the National Center for Juvenile Justice, 701 Forbes Avenue, Pittsburgh, PA 15219, or call 412-227-6950.

Figure 8-A

Processing of a Typical 100 Drinking Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned	22			Waiver	<0.5
	Not Petitioned	78	Probation	22	Placement	3
			Dismissal	40	Probation	10
			Other	16	Dismissal	4
					Other	6

Cases Disposed in 1988

100 Cases	Petitioned	23			Waiver	<0.5
	Not Petitioned	77	Probation	23	Placement	2
			Dismissal	37	Probation	9
			Other	17	Dismissal	6
					Other	7

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, HI, IA, MD, MS, NE, NJ, PA, SC, SD, UT, VA

Figure 8-B

Processing of a Typical 100 Driving-Under-the-Influence Cases: 1985-1988

Cases Disposed in 1985

100 Cases	Petitioned	75			Waiver	1
	Not Petitioned	25	Probation	9	Placement	7
			Dismissal	12	Probation	52
			Other	4	Dismissal	7
					Other	8

Cases Disposed in 1988

100 Cases	Petitioned	75			Waiver	<0.5
	Not Petitioned	25	Probation	10	Placement	6
			Dismissal	12	Probation	50
			Other	3	Dismissal	10
					Other	10

Note: Detail may not add to totals because of rounding.

Data Sources: AZ, CA, CT, HI, IA, MD, MS, NE, NJ, PA, SC, SD, UT, VA

Acknowledgments

This *OJJDP Update* was written by Melissa Sickmund, Senior Research Associate at the National Center for Juvenile Justice. Data processing was performed by Terrence Finnegan, Dennis Sullivan, and Rowen Poole. Ellen Nimick supervised the data collection. This study was supported by funds provided to the National Juvenile Court Data Archive by OJJDP through grant number 85-JN-CX-0012.

Joseph Moone is the OJJDP Program Manager for the Archive. The Juvenile

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NCJJ gratefully acknowledges the efforts of the many State and local agencies that contribute their data to the Archive. Their cooperation with requests for data and documentation made this work possible.

Points of view or opinions in this document are those of the author(s) and do not necessarily represent the official position or policies of OJJDP.

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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MEMORANDUM TO: William P. Barr
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THROUGH: Jimmy Gurule
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr.
Administrator
Office of Juvenile Justice
and Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of an *OJJDP Juvenile Justice Bulletin* titled "Innovative Law Enforcement Training Programs: Meeting State and Local Needs."

The bulletin highlights the Gang and Drug POLICY seminar, which is the latest national training initiative in the POLICY series offered by OJJDP in conjunction with the Federal Law Enforcement Training Center. The bulletin also describes five other law enforcement training initiatives offered by OJJDP, all of which are targeted to help law enforcement agencies increase the effectiveness of their juvenile programs.

The document will be distributed to law enforcement agencies that have their own training academies, featured at conferences, and disseminated upon request from the Juvenile Justice Clearinghouse. Distribution will begin December 5, 1991.

If you have any questions about this document, please call me at 307-5911.

Attachments



OJJDP

JUVENILE JUSTICE BULLETIN

Robert W. Sweet, Jr., Administrator

October 1991

Innovative Law Enforcement Training Programs: Meeting State and Local Needs

Gang and Drug POLICY

The increase in gang and drug violence in America has caused great concern. Our communities and families are being faced with chronic gang activity that is spreading from major metropolitan areas into smaller communities. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has responded by developing the national training initiative: **Gang and Drug POLICY**. **POLICY** stands for Police, Prosecution, Probation Operations Leading to Improved Children and Youth Services.

The results-oriented seminar has emerged from a series of successful law enforcement training programs offered by OJJDP in conjunction with the Federal Law Enforcement Training Center (FLETC). These programs include special inter-agency efforts to control habitual juvenile offenders and a series of seminars based upon a return to a community-oriented approach for dealing with troubled, problem, and delinquent youth. These programs, entitled Police Operations Leading to Improved Children and Youth Services (**POLICY**), are discussed later.

The Gang and Drug **POLICY** training seminar recognizes each community's unique makeup and has as its goal the development of an interagency process and plan to launch a comprehensive gang/drug program for each participating jurisdiction. The process and plan are developed by the jurisdiction's policymakers during an intensive 5-day training seminar.

Gang and Drug **POLICY** is designed to be an intensive workshop experience for a team of participants who represent the policymaking levels of their agencies and communities. Each team must be complete, ensuring that schools, police/sheriff, prosecutor, probation, corrections, housing, local government, social services, community, and courts are represented. The objective of the training is to enable the participants to prepare a strategy and plan of action for implementing gang/drug policy upon returning home.

The seminar includes a complete set of guidelines and planning materials. Instruction and seminar exercises will:

- ☐ Develop a statistical profile of the problems shared by community agencies in dealing with youth involved in gang/drug activities.
- ☐ Examine current gang/drug strategies and approaches in their jurisdiction.
- ☐ Conduct a self-assessment of their community's gang/drug problem.
- ☐ Examine legal considerations and barriers preventing the sharing of information or cooperation among agencies.
- ☐ Address implementation planning and management concepts and methods.
- ☐ Develop a plan of action to address the gang/drug problem, including mission, leadership, program management, strategies, timetable, and alternative plans.

☐ Discuss current critical issues including drug abuse, delinquency, probation, and school safety.

☐ Identify the technical assistance followup for individual jurisdictions.

Location. The seminars will be held at the Federal Law Enforcement Training Center in Glynco, Georgia, and at the regional sites indicated in the highlighted box elsewhere in this *Bulletin*.

Cost. The costs of tuition, room, and course materials are provided through an OJJDP grant to FLETC. Participants are responsible for meals and transportation expenses to and from the training site.

Selection process. In order to bring about collaborative information sharing and cooperation among agencies, a multidisciplinary and multiprofessional approach will incorporate the involvement of an 11-person team (additional members may be added upon request to OJJDP). Team members should have responsibility for setting gang/drug policy for their discipline and should represent:

- ☐ Law enforcement—two members; one policymaker and one tactical.
- ☐ Probation.
- ☐ Prosecutor.
- ☐ Courts.
- ☐ Schools.
- ☐ Adult corrections.

- ☐ Housing.
- ☐ Community.
- ☐ Local government.
- ☐ Social services.

Applicant teams will be selected on the basis of:

- ☐ Demonstrated gang and/or drug problems.
- ☐ Commitment to team attendance.
- ☐ Willingness to participate in technical assistance and program evaluation following training.

Other law enforcement training programs

OJJDP offers other law enforcement training seminars in conjunction with the National Center for State and Local Law Enforcement Training, a component of FLETC. These 5-day seminars are targeted to help law enforcement agencies learn more about juvenile issues and to increase the effectiveness of their juvenile programs. The seminars are offered in the regional locations listed elsewhere in this *Bulletin*.

POLICY I

POLICY I, the first seminar for Police Operations Leading to Improved Children and Youth Services, is designed for law enforcement executives. It was developed to help law enforcement agencies and communities improve police productivity, increase police services to juveniles, and integrate juvenile services into other law enforcement activities.

The concepts taught in POLICY I are based on the Integrated Criminal Apprehension Program (ICAP), which is recognized as a model program to improve police productivity. ICAP, used by several hundred police jurisdictions, was developed and tested by the former Law Enforcement Assistance Administration. It stresses the importance of involving individuals from all levels of a department in developing activities and services.

POLICY I participants are trained in identification, intervention, and enforce-

ment techniques for use with special juvenile populations, including serious habitual offenders, youth gangs, drug- and alcohol-involved youth, and physically and sexually abused or neglected children.

In addition, POLICY I training focuses on:

- ☐ Implications of recent court decisions and legislation on juvenile law enforcement.
- ☐ Organizational structures and management strategies that can increase an agency's effectiveness in dealing with juveniles.
- ☐ Strategies for receiving referrals.
- ☐ Setting response priorities and ensuring adequate service delivery.
- ☐ Using crime analysis to detect juvenile offenses, increase departmental skills in dealing with juveniles, and implement prevention strategies.
- ☐ Law enforcement approaches for detecting and apprehending serious juvenile offenders and for dealing with street gangs and other disruptive groups.
- ☐ Implications of recent police liability court decisions on detention.
- ☐ Departmental procedures for initiating and conducting investigations into reports of missing children.
- ☐ Effective relationships between school and law enforcement for resolving their problems.
- ☐ Investigative and policing techniques for addressing sexual and other forms of child abuse.
- ☐ Ways to identify supplemental resources and obtain juvenile services in the local community and police department.

Eligibility. Police chiefs and sheriffs have priority for this seminar for law enforcement policymakers. However, applications are accepted from their subordinates who head units or have policymaking authority.

POLICY II

POLICY II is a followup seminar to POLICY I that demonstrates step by step

how to implement the management principles presented in POLICY I. The program features a complete resource kit.

Participants in POLICY II learn how to:

- ☐ Improve police productivity in juvenile justice matters and enhance overall organizational competency.
- ☐ Develop policy statements and procedures for juvenile operations.
- ☐ Explore directed patrol activities as an alternative to preventive or random patrol.
- ☐ Assess training needs and strategies, and implement training programs.

Eligibility. Applications are accepted from executives or midlevel supervisors, juvenile unit commanders, or training officers having departmental support in implementing the techniques presented in the training.

SAFE POLICY

School Administrators for Effective Police, Prosecution, Probation Operations Leading to Improved Children and Youth Services (SAFE POLICY) is an offshoot of the POLICY I and POLICY II training program series. It examines the critical roles that schools, courts, and police play in handling problems with juveniles.

This seminar focuses on how schools and criminal justice organizations can coordinate their efforts and share information in order to improve school safety, supervision, control, and delinquency prevention efforts. Developed with assistance from the National School Safety Center, also funded by OJJDP, this intensive workshop incorporates a team approach. Each team, consisting of policymaking executives, must include representatives from schools and police departments. The objective of the seminar is to teach participants to prepare a strategy and plan of action for implementing SAFE POLICY in their respective communities.

SAFE POLICY participants examine:

- ☐ Problems community agencies share in dealing with troubled and delinquent youth.
- ☐ Results of habitual juvenile offender programs.

- ☐ School, police, prosecution, probation, and judicial perspectives on their unique missions, requirements, workloads, and problems.
- ☐ Legal considerations and myths that prevent cooperation and sharing of information among agencies.
- ☐ Ways to plan and implement management changes.
- ☐ Supervision and control of juvenile offenders.
- ☐ Gang and drug issues.
- ☐ School problems and strategies.

Eligibility. This seminar's multidisciplinary approach requires that applications be submitted by a four-person community team. Each team must include a school superintendent, police chief/sheriff, prosecutor, and probation officer. It is suggested that a judge attend as a member of the multidisciplinary team; however, it is not mandatory.

Child Abuse and Exploitation: investigative techniques

Child Abuse and Exploitation is designed for full-time law enforcement investigators who are responsible for cases involving child abuse, sexual exploitation of children, "kiddie" pornography, and missing children. The program seeks to help law enforcement personnel recognize signs of child abuse and neglect by providing information and training in state-of-the-art techniques.

Participants receive training in the following areas:

- ☐ How to recognize deliberate as opposed to accidental soft tissue injuries, fractures, visceral injuries, and wet and dry burns.
- ☐ Injury reconstruction techniques.
- ☐ Evidence collection and preservation.
- ☐ Case preparation and coordination with prosecutors.
- ☐ Behavioral patterns of pedophiles.
- ☐ Child pornography undercover operations.

Law Enforcement Training

Dates	Seminar	Location
1991		
November 4-8	POLICY I POLICY II Child Abuse and Exploitation	Atlantic City, New Jersey
December 9-13	SAFE POLICY Gang and Drug POLICY Managing Juvenile Operations	Austin, Texas
1992		
January 13-17	POLICY I POLICY II Child Abuse and Exploitation	Sarasota, Florida
February 3-7	SAFE POLICY Gang and Drug POLICY Managing Juvenile Operations	Glynco, Georgia
March 2-6	POLICY I POLICY II Child Abuse and Exploitation	San Antonio, Texas
April 6-10	SAFE POLICY Gang and Drug POLICY Managing Juvenile Operations	Reno, Nevada
May 4-8	POLICY I POLICY II Child Abuse and Exploitation	Glynco, Georgia
June 15-19	SAFE POLICY Gang and Drug POLICY Managing Juvenile Operations	Knoxville, Tennessee
July 13-17	POLICY I POLICY II Child Abuse and Exploitation	Cincinnati, Ohio
August 10-14	SAFE POLICY Gang and Drug POLICY Managing Juvenile Operations	Albuquerque, New Mexico
September 14-18	POLICY I POLICY II Child Abuse and Exploitation	Hartford, Connecticut
October 26-30	SAFE POLICY Gang and Drug POLICY Managing Juvenile Operations	Little Rock, Arkansas
November 16-20	POLICY I POLICY II Child Abuse and Exploitation	Colorado Springs, Colorado
December 7-11	SAFE POLICY Gang and Drug POLICY Managing Juvenile Operations	Philadelphia, Pennsylvania

- ☐ Interviewing victims and offenders.
- ☐ Victim awareness.
- ☐ Use of anatomically correct dolls and drawings.
- ☐ Law enforcement liabilities in abused and missing children cases.
- ☐ Investigative techniques for abused and missing children cases.

Eligibility. This training program is open to full-time sworn officers with authority to arrest. Applicants are selected on the basis of current duties with respect to child abuse and sexual exploitation cases and availability of course dates.

Managing Juvenile Operations

Managing Juvenile Operations (MJO) is an intensive program designed for juvenile unit commanders, whether the commander heads a large division or is the sole officer to whom juvenile contacts are referred. MJO provides sound strategies which will improve the manager's skills and also improve the unit's ability to deliver juvenile services—given limited budgets, staffs, and resources.

The program provides simple, yet effective, techniques and strategies for planning and delivering juvenile services. Managing Juvenile Operations is instructed by nationally recognized police juvenile practitioners and is applicable to any size department or unit.

Some of the topic areas are:

- ☐ Identifying critical juvenile needs and services.
- ☐ Setting long- and short-term goals and objectives.
- ☐ Budget development and management.
- ☐ Implementing effective change strategies.
- ☐ Staff selection, evaluation, and motivation.
- ☐ Developing leadership skills.
- ☐ Improving decisionmaking skills.
- ☐ Developing and utilizing crime analysis information.
- ☐ Developing standard operating procedures.
- ☐ Effective case management.
- ☐ Understanding and utilizing matrix management.
- ☐ Developing inservice training.
- ☐ Resource development.
- ☐ Working with the public.
- ☐ Maximizing interagency cooperation.
- ☐ Understanding the legislative process.

Eligibility. Managing Juvenile Operations is designed for the law enforcement officer responsible for the department's juvenile policies or who supervises

persons delivering juvenile services. Qualified applicants may include chief administrators, unit commanders, division commanders, or the person designated to deal with the department's juvenile cases.

Further training program information

Further details and registration forms for Gang and Drug POLICY and the other seminars may be obtained by contacting:

Ron Laney

Law Enforcement Program Manager

Office of Juvenile Justice and Delinquency Prevention

633 Indiana Avenue NW., Room 710
Washington, DC 20531
202-307-5940

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

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Office of Justice Programs

Office of Juvenile Justice and Delinquency Prevention

Washington, D.C. 20531

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To: AG. (THRU OJP/GURULE) ODD: NONE
Date Received: 11-22-91 Date Due: NONE Control #: X91112219585
Subject & Date
11-21-91 MEMO ATTACHING ADVANCE COPIES OF A DOCUMENT
ENTITLED "GUIDE TO THE DATA SETS IN THE NATIONAL JUVENILE
COURT DATA ARCHIVE" THAT WAS PREPARED BY THE NATIONAL CENTER
FOR JUVENILE JUSTICE (NCJJ) UNDER A GRANT FROM THE OFFICE OF
JUVENILE JUSTICE AND DELINQUENCY PREVENTION (OJJDP). OJJDP
PLANS TO RELEASE THIS DOCUMENT BY DECEMBER 3, 1991.

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(1)	OAG;	11-22-91	(5)			W/IN:
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EXECUTIVE SECRETARIAT

MEMORANDUM

TO: William P. Barr
Attorney General

THROUGH: Jimmy Gurulé
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr.
Administrator
Office of Juvenile Justice and
Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of a document entitled *Guide to the Data Sets in the National Juvenile Court Data Archive* that was prepared by the National Center for Juvenile Justice (NCJJ) under a grant from OJJDP. OJJDP plans to release this document by December 3, 1991.

The Guide was developed by NCJJ to inform researchers and juvenile justice practitioners of the available data sets in the National Juvenile Court Data Archive and how to use them. It gives an overview of the State data sets and provides information on how to obtain particular sets. OJJDP believes that production of the *Guide* is essential to the efforts to increase the accessibility of the Archive to researchers.

The *Guide* will be distributed to the State Juvenile Justice Advisory Groups, Criminal Justice Councils, researchers, policymakers, associations, juvenile and family court judges, and the OJJDP practitioner mailing list. It will also be distributed at conferences and mailed to individuals requesting information concerning the activities of the nation's juvenile courts.

If you have any questions about this document, please call me at 307-5911.

Attachments

U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention



OJJDP

Guide to the Data Sets in the National Juvenile Court Data Archive

Guide to the Data Sets in the National Juvenile Court Data Archive

November 1991

National Center for Juvenile Justice
701 Forbes Avenue
Pittsburgh, PA 15219

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

This report was prepared by the National Center for Juvenile Justice, the research division of the National Council of Juvenile and Family Court Judges, and was supported by grant #85-JN-CX-0012 from the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

Introduction

The National Juvenile Court Data Archive (the Archive) houses the automated records of cases handled by courts with juvenile jurisdiction. The Office of Juvenile Justice and Delinquency Prevention, within the U.S. Department of Justice, established the Archive to promote the research and policymaking potential of the automated juvenile court data sets and to facilitate researcher access to these data files. This guide was developed to inform researchers of the available data sets and the procedures for accessing them.

History of the Archive

In 1926 the Federal Government began collecting information on the cases processed by juvenile courts. Initially about 100 courts completed a statistical form on each case they handled and sent these forms to the Children's Bureau of the U.S. Department of Labor. These data were the basis of the early *Juvenile Court Statistics* reports. By the mid-1930's the case-level data collection effort could no longer be maintained. Instead, courts were asked to complete an annual reporting form which contained simple counts of the number of delinquency, status offense, dependency, traffic, and special proceeding cases the court had disposed that year. As a result, the *Juvenile Court Statistics* report no longer contained the detailed demographic, offense, and court processing information found in the earlier reports. This aggregate reporting continued relatively unchanged into the 1970's when the Office of Juvenile Justice and Delinquency Prevention

(OJJDP) assumed responsibility for the work.

In 1975 the National Center for Juvenile Justice (NCJJ), the research division of the National Council of Juvenile and Family Court Judges, was awarded a grant by OJJDP to continue the national data collection effort, to produce the annual *Juvenile Court Statistics* report, and to explore the possibilities for enhancing data collection procedures. By the mid-1970's some States were requiring their juvenile courts to complete a reporting form on each case processed. These data were collected at the State level, automated and analyzed to support management, policy, and research information needs. NCJJ began to collect these automated case-level data files along with the aggregate data. In many ways the available case-level data were similar to data collected in the early years of the work. A primary difference, however, was that the data were not uniform; each State had its own reporting requirements and coding instructions. NCJJ developed techniques and procedures to extract a set of commonly defined data elements from these disparate data bases. Consequently, the national reports of juvenile court activity once again contained the detailed case-level information that had been unavailable since the early 1930's. As a byproduct of the national reporting effort, NCJJ developed an extensive set of data files detailing the workloads of juvenile courts across the Nation.

The National Juvenile Court Data Archive currently contains over 10 million automated case records. Although some States' data contain

traffic and dependency cases, the majority are delinquency and status offense records. While the information on each case varies across the individual data sets, nearly all records contain demographic information on the youth (e.g., age at referral, sex, race, county of residence), the offense(s) charged, the date of referral, the processing characteristics of the case (e.g., detention and manner of handling), and the case disposition.

In summary, since the 1920's the primary function of the juvenile court reporting project has been to provide empirical information on the activities of the Nation's juvenile courts to support policy and program development. From 1975 to the present this has been accomplished through the collection, documentation, and analysis of millions of automated case records as well as aggregate case counts. These data are a major national resource. Experience has shown that they can support a wide range of basic, applied, and legal research. The National Juvenile Court Data Archive makes these data files available to researchers and policymakers. In addition, if requested, Archive staff provide customized analyses of the data files. In all, the goal of the Archive is to improve the juvenile justice system through the collection, documentation, and dissemination of the detailed information collected on youth who are processed by the Nation's juvenile courts.

Data Access Procedures

With a few exceptions the data housed in the National Juvenile Court

Data Archive are the property of the court or State agency that originally collected the information. This means that any use of the data, including use by Archive staff, must have prior approval from the original data supplier. Obtaining such permission is rarely a problem, but it is a critical part of the dissemination process. With this understood, the general process for obtaining access to the Archive's data is as follows:

1. **Selection of data sets**—Some individuals will know which data sets they would like to have before they contact the Archive. Others will approach the Archive with an understanding of the general characteristics of the data they will need to support their research design, but will not know which of the archived data sets meet these needs. These individuals should discuss their needs with Archive staff. The staff have analyzed each of the data sets themselves and can judge the data's ability to support specific research needs. User's guides have been developed by Archive staff for the data sets and should be reviewed before a final selection is made.
2. **Formal request for data**—Once the data sets have been selected, a letter should be written to the Archive identifying the data set(s) of interest and outlining the reasons for the request (i.e., the specific research proposal). Costs for data services will be negotiated at this time. If the data set requires approval before release, the Archive will request permission to release the

data from the data supplier. Often permission is granted with some preconditions. Normally these preconditions restrict the further distribution of the data files to other users, require the researcher to provide the data supplier with drafts of all reports using the data, and require that all reports recognize the data supplier's role in the work.

3. **Delivery of the data files**—Once permission to release the data has been received and a contractual agreement has been reached on the preconditions, the data files are copied onto 9-track magnetic tape or IBM-compatible diskettes and shipped. If so desired, the Archive will also provide automated SPSS control files, which can be used to analyze each of the data sets.
4. **Production of special analyses or customized data files**—The Archive will also conduct special analyses of the data files or create customized data files to the specifications of the researcher. As with the release of the data, this work also requires prior permission from the original data suppliers. Once permission is granted, Archive staff and the researcher will agree upon the exact nature of the product and produce written specifications. The Archive will then prepare the analyses or the customized data files specified and provide the researcher with the results of the work. While past experience will enable Archive staff to gauge the approximate cost

of the project, the exact fee cannot be determined until final specifications have been established.

Using the Guide

The material that follows presents brief descriptions of the data sets housed in the National Juvenile Court Data Archive. The data sets are grouped in two sections of listings. The first contains information on annual case-level files. The second set is composed of birth cohort data files containing every case record in a juvenile's court career.

Each listing has two parts. The first section contains information on the data supplier and how that agency collects and uses the data, the Archive restructuring of the data (if applicable), the year of the earliest data housed in the Archive, and the approximate number of case records in an annual file or the approximate number of juveniles in a birth cohort file. The second part is a list of key data elements with indications of the detail of the coding structures.

Interested researchers are encouraged to contact the Archive by mail or telephone to request free user's guides for the data sets of interest and to discuss research interests.

National Juvenile Court
Data Archive
National Center for Juvenile Justice
701 Forbes Avenue
Pittsburgh, PA 15219-4789
412-227-6950

Case-Level Data Files

5

Alabama

Juvenile probation officers and other court personnel originally collect these data on statistical reporting forms which are forwarded to the Alabama Department of Youth Services. The data are used for purposes of reporting to the legislature and providing caseload activity feedback to the local county juvenile courts. Automated case-level data files on referrals disposed annually are submitted by the Department of Youth Services to the Archive. Beginning with 1975 data, each archived annual file contains approximately 21,000 case records.

Data Elements

- ⊗ Date of birth
- ⊗ Sex
- ⊗ Race (white, black, other)
- ⊗ Time offense occurred
- ⊗ Place where offense occurred (residence, business, public area, not applicable)
- ⊗ Estimate of amount of damage to property (6 codes)
- ⊗ Indication of use of a weapon (none, firearm, knife, other)
- ⊗ Date of referral
- ⊗ County in which the case was processed
- ⊗ Source of referral (9 codes)
- ⊗ Indication of any prior court referrals (no, yes)
- ⊗ Most serious offense referred for handling (42 delinquency and status offense codes)
- ⊗ Number of counts for each charge and number of unique offenses involved in a referral
- ⊗ Place held pending case disposition, if applicable (not detained, detention facility, jail, jail and detention, shelter care)
- ⊗ Indication of whether case was disposed informally or formally (without court appearance, with court appearance)
- ⊗ Date of petition
- ⊗ Date of adjudication
- ⊗ Indication of type of adjudication (none, delinquent, CHINS)
- ⊗ Date of disposition
- ⊗ Disposition (25 codes)
- ⊗ Indication of an order for restitution (no, yes)

Maricopa County (Phoenix), Arizona

Data are originally collected by Maricopa County Juvenile Court Center's online case tracking system. The data are used in the day-to-day operations of the court and support management statistical information needs. Automated hierarchical data files are submitted by the Juvenile Court Center to the Archive. The Archive converts these files to case-level records and creates a data file containing referrals disposed in a calendar year. Beginning with 1980 data, each archived annual file contains approximately 21,000 case records.

Data Elements

- Child identification number
- Date of birth and age at referral
- Age of first referral to court
- Sex
- Ethnicity (6 codes)
- Grade (15 codes) and indication of whether the youth is attending school at the time of referral (6 codes)
- Parents' marital status (7 codes)
- Parents' employment status (father, mother, both or neither employed)
- Date and time offense(s) occurred
- Most serious offense(s) referred (219 delinquency and status offense codes)
- Date of referral
- Source of referral (30 codes)
- Date and hour detained
- Date and hour released from detention
- County attorney's decision on how to process the case (14 codes)
- Date of petition
- Most serious offense(s) petitioned (219 codes)
- Most serious offense(s) adjudicated (219 codes)
- Date of disposition
- Disposition (43 informal and formal codes)
- Most severe court disposition (7 codes)
- Most serious offense resulting in the most severe disposition (219 codes)

California

County probation officers originally collect these data on statistical reporting forms which are forwarded to the Bureau of Criminal Statistics and Special Services, California Department of Justice. These data aid the Governor's office, the legislature, the Bureau, various criminal justice planning agencies, local agencies, researchers, and others in allocating resources, planning for the future and developing new ways to deal with the juvenile delinquency problem. Automated case-level data files on referrals disposed annually are submitted by the Bureau of Criminal Statistics and Special Services to the Archive. Beginning with 1981 data, each archived annual file contains approximately 159,000 case records. In 1990 the statewide reporting of juvenile cases was discontinued. However, several of the larger counties (representing 75% of the State's youth population at risk) continue to submit data to the Archive.

Data Elements

- Date of birth
- Sex
- Race, ethnic group (10 codes)
- County in which the case was processed
- Indicator of whether the juvenile is currently involved in the system (none/pending, informal probation, non-ward probation, ward probation, California Youth Authority)
- General referral source (8 codes) and specific law enforcement agency, if applicable (488)
- Most serious offense referred for handling (319 delinquency and status offenses codes)
- Type of facility youth held, if applicable (not detained, detained-nonsecure facility, detained-secure facility) Prosecutor's decision to file a petition (no affidavit filed, affidavit accepted, affidavit not accepted)
- Type of defense attorney representing juvenile (7 codes)
- Most serious offense disposed in the case (319 codes)
- Disposition (13 codes)
- Date of disposition
- Indication of whether the youth will remain involved in the system as a result of the disposition (closed, informal probation, non-ward probation, ward probation, California Youth Authority)

Connecticut

Court staff originally collect these data on statistical reporting forms which are transmitted to the Connecticut Judicial Department. These data support planning and statistical reporting activities. Automated hierarchical data files are submitted by the Judicial Department to the Archive which converts these files into case-level records and creates a data file containing referrals disposed in a calendar year. Beginning with 1975 data, each archived annual file contains approximately 14,000 case records.

Data Elements

- Date of birth and age at referral
- Sex
- Race (8 codes)
- State of residence
- Date of referral
- Court office to which the youth was referred
- Source of referral (14 codes)
- Number of prior referrals
- Indication of how the case was handled (dismissed at intake; judicial handling; nonjudicial handling; family with service needs, nonjudicial; family with service needs, judicial)
- Most serious charge referred (509 codes)
- Indication of whether the case was petitioned (yes, no)
- Date of adjudication
- Indication of whether the case was adjudicated (yes, no)
- Date of disposition
- Disposition (57 codes)

Florida

Data are originally collected by the Department of Health and Rehabilitative Services (HRS) staff in batch and online modes. The data are used by HRS locally and at the state level for planning, budgeting, and monitoring caseloads and service delivery. Automated offense-level data are submitted by HRS to the Archive which converts these files to case-level records and creates a data file containing referrals disposed in a calendar year. Beginning with 1975 data, each archived annual file contains approximately 122,000 case records.

Data Elements

- Date of birth
- Sex
- Race (5 codes)
- Ethnicity (15 codes)
- County and ZIP code of the youth's residence
- School grade attained at time of referral (18 codes)
- Date of arrest
- HRS district and unit handling the referral
- Date of referral
- Offense (57 delinquency and status offense codes)
- Indication of intake's recommended handling to the State's attorney (6 codes) and date of recommendation
- Action taken by State's attorney (no petition filed, petition filed, information filed, waived to adult/criminal court, indicted by grand jury)
- Placement during case processing (crisis home, detention, placement with relative, shelter, not placed)
- Indication of how detention decision was made in delinquency cases (17 codes)
- Adjudication (yes, no)
- Date of disposition
- Primary and secondary judicial or nonjudicial disposition (99 codes)
- Most serious offense (57 codes)
- Most severe action taken by State's attorney (5 codes)
- Most serious offense having the most severe action taken by State's attorney (57 codes)
- Was most serious offense adjudicated (yes, no)
- Most serious offense having the most severe adjudication (57 codes)
- Most severe placement during case processing (5 codes)
- Most severe disposition (99 codes)
- Most serious offense having the most severe disposition (57 codes)

Hawaii

Family court staff collect these data on statistical reporting forms which are forwarded to the State Judiciary. The data are used for the purposes of monitoring caseload activity, budget and variance reports, and legislative and external data requests. Automated hierarchical data files are submitted by the Judiciary to the Archive which converts these files to case-level records and creates a data file containing referrals disposed in a calendar year. Beginning with 1979 data, each archived annual file contains approximately 7,000 case records.

Data Elements

- Child identification number within circuit
- Sex
- Age
- Race and ethnic group (12 codes)
- ZIP code of youth's residence
- County and circuit court handling case (Honolulu, Maui, Hawaii, Kauai)
- Year of youth's first referral to family court
- Number of prior delinquency referrals
- Source of referral (6 codes)
- Date of referral
- Indication of general type of case (9 codes)
- Offense at time of referral (379 codes)
- Method of case disposition (counseling services, contested hearing, uncontested hearing, other)
- Adjudication (6 codes)
- Date of disposition
- Offense at time of disposition (379 codes)
- Disposition (20 codes)
- Indication of whether the youth is on probation for the first time
- Indication of whether placement is to be served (mittimus stayed, short-term mittimus issued, minority mittimus issued)
- Number of motions and hearings in a case
- Most serious offense referred (379 codes)
- Most serious finding (6 codes)
- Most serious offense referred receiving the most serious finding (379 codes)
- Most severe disposition (20 codes)
- Most severe disposition being served (20 codes)
- Most serious final charge receiving the most severe disposition (379 codes)
- Most serious manner of handling the case (4 codes)
- Most serious final charge receiving the most severe handling (379 codes)

Iowa

Juvenile court officers collect these data on statistical reporting forms which are forwarded to the Bureau of Management Information, Iowa Department of Human Services. The data are collected to provide general descriptions of juvenile court office functioning. Automated case-level data files on referrals disposed annually from 1975 through 1988 were submitted by the Department of Human Services to the Archive. Each archived annual file contains approximately 17,000 case records.

Data Elements

- Age
- Sex
- Race (4 codes) County in which the case was processed
- Source of referral (7 codes)
- Reason for referral (34 delinquency, status offense, traffic, dependency and special proceedings codes)
- Number of prior delinquency referrals
- Place held pending disposition (15 codes)
- Date of disposition
- Disposition (14 codes)

Kansas

Data on cases handled by local courts were collected on Juvenile Court Statistical Cards which were forwarded to the Statistical Analysis Center of the Kansas Bureau of Investigation. The data were used to provide general descriptions of juvenile court case processing. Automated case-level data files on referrals disposed annually from 1975 through 1982 were submitted to the Archive by the Kansas Bureau of Investigation. Each archived data file contains approximately 20,000 case records.

Data Elements

- Age
- Sex
- Race (4 codes)
- County in which the case was processed
- Date of referral
- Source of referral (7 codes)
- Number of prior delinquency referrals
- Place held pending disposition (16 codes)
- Reason for referral (59 delinquency, status offense, dependency, traffic, and special proceedings codes)
- Indication of whether the case was disposed informally or formally (without a petition, with a petition)
- Date of disposition
- Disposition (38 codes)

Maryland

Juvenile Service Agency field offices originally collect the data and transmit them to the State office in batch and online modes. The data are used at the local level as working documents and at the state level for juvenile justice planning. Automated case-level data files on referrals disposed annually are submitted by the Juvenile Services Agency to the Archive. Beginning with 1975 data, each archived annual file contains approximately 38,000 case records.

Data Elements

- Child identification number (beginning with 1989 file)
- Date of birth
- Sex
- Race (7 codes)
- Date of offense
- County and ZIP code in which the offense occurred
- Date of arrest
- Date of referral
- County and ZIP code of the youth's residence
- County in which the case was processed
- Source of referral (14 codes)
- General reason youth was referred (delinquent, status offender, dependent)
- Specific reason youth was referred (140 delinquency, status offense, and dependency codes)
- Date of intake decision to handle informally or recommend petitioning
- Indication of whether the case was handled informally, formally, or sent to adult court (informal adjustment, case closed at intake, disapproved, formal authority filing of petition, felony forwarded to State's attorney)
- Date of petition
- Date of disposition
- Disposition (64 codes)

Minnesota

Data on petitioned cases are originally collected by local court staff on statistical reporting forms which are transmitted to the State Court Administration Office, Supreme Court of Minnesota. These data aid the legislature, the Office, various criminal justice planning agencies, local courts, researchers and others in allocating resources, planning for the future, and developing new ways to deal with the problem of juvenile delinquency. Automated case-level data files on referrals disposed annually are submitted by the State Court Administration Office to the Archive. Beginning with 1984 data, each archived annual file contains approximately 26,000 case records.

Data Elements

- County-level child identification number
- Date of birth and age
- Sex
- Race (5 codes)
- County of youth's residence
- Date of offense
- County in which the petition was disposed
- Date of filing
- Source of referral (7 codes)
- Offense(s) petitioned (4,250 delinquency, status offense, dependency, and termination of parental rights codes)
- Case type at filing (delinquency, status offense, dependency, neglect, and termination of parental rights)
- Place held pending court disposition (35 codes)
- Indication of whether the youth was adjudicated (yes, no)
- Type of attorney at adjudication and disposition (private/hired own, public defender, court appointed, none, other)
- Date of disposition
- Offense(s) disposed (4,250 codes)
- Case type at disposition (delinquency, status offense, dependency, neglect, and termination of parental rights)
- Disposition(s) (35 codes)
- Indication of whether the juvenile was certified as an adult (no, yes)
- Number of detention, trial, adjudication, disposition, waiver, and review hearings in a case
- Most serious offense at filing (4,250 codes)
- Most serious offense at disposition (4,250 codes)
- Most severe disposition
- Most serious offense at filing and disposition (Archive's recoding of Minnesota's offenses into 78 codes)

Mississippi

Data are originally collected by court staff on statistical reporting forms which are forwarded to the Mississippi Department of Youth Services. The data are used for juvenile justice planning and policy decisions by juvenile probation offices, public and private agencies, and researchers. Automated case-level data files on referrals disposed annually are submitted by the Department of Youth Services to the Archive. Beginning with 1975 data, each archived annual file contains approximately 13,000 case records.

Data Elements

- County-level child identification number
- Date of birth and age
- Sex
- Race (6 codes)
- Location of residence (rural, urban/predominantly residential, urban/predominantly business or industrial area, suburban)
- Indication of how long the youth has lived in the county
- Who the youth is living with at the time of referral (10 codes)
- Marital status of natural parents (11 codes)
- Annual family income (6 codes)
- Indication of whether the youth is in school (yes, no)
- Years of schooling completed (13 codes)
- Grade placement in relation to age (6 codes)
- Indication of any serious or persistent school misbehavior
- Indication of whether the youth is employed (full-time, part-time, not employed, inapplicable/preschool)
- County in which the case was processed
- Date of referral
- Source of referral (8 codes)
- Number of prior delinquency, traffic, or neglect referrals
- Indication of psychological, psychiatric, medical, or social services (indicated and provided, indicated but not provided, not indicated)
- Place held pending case disposition (6 codes)
- Most serious offense referred (39 delinquency, status offense, traffic, dependency, and special proceedings codes)
- Indication of whether probation or parole was broken during the commission of the referred offense (yes, no)
- Indication of whether the case was disposed informally or formally
- Date of disposition and disposition (23 codes)
- Indication of whether the youth was under the influence of drugs and/or alcohol at the time of the offense (not under influence, alcohol, drugs, both)

Missouri

Court juvenile officers originally collect these data on statistical reporting forms which are forwarded to the Division of Youth Services, Missouri Department of Social Services. The data provide general descriptions of juvenile court functioning. Automated case-level data files on referrals disposed annually are submitted by the Division of Youth Services to the Archive. Beginning with 1984 data, each archived annual file contains approximately 53,000 case records.

Data Elements

- Circuit court-level child identification number
- Date of birth
- Sex
- Race (white, black, other)
- Date of referral
- County in which the case was processed
- Circuit court reporting information
- Source of referral (12 codes)
- Most serious offense (285 delinquency, status offense, dependency, and traffic codes)
- Number of law violations and status offenses associated with the referral
- Number of prior court referrals
- Indication of whether the youth was held in a jail facility during case processing and if so, the number of hours or days, whether there was sight/sound separation from adults, and if there was a violation of a prior valid court order
- Indication of whether the youth was held in a secure detention facility during case processing and if so, the number of hours or days, and if there was a violation of a prior valid court order
- Indication of whether the youth was held in a nonsecure shelter facility during case processing and if so, the number of hours or days, type of facility, and agency operating the facility
- Date of disposition
- Disposition (11 formal and informal codes)
- Agency providing out of home placement services (7 codes)
- Agency providing services to youth remaining at home (court, Division of Family Services, Department of Mental Health, other public agency, private agency)

Nebraska

Data are originally collected by court staff on statistical reporting forms which are submitted to the Nebraska Commission on Law Enforcement and Criminal Justice. The data are used by the Commission for juvenile justice planning, and by courts, juvenile probation offices, private and public agencies, and individuals interested in juvenile involvement in the State's juvenile courts. Automated case-level data files on referrals disposed annually are submitted by the Nebraska Commission on Law Enforcement and Criminal Justice to the Archive. Beginning with 1975 data, each archived annual file contains approximately 5,000 case records.

Data Elements

- Date of birth and age
- Sex
- Ethnic group (white, black, Indian, Mexican American, other)
- Indication if any psychological, psychiatric, medical, or social services were involved (indicated and provided, indicated but not provided, not indicated)
- Highest school grade completed at time of referral (13 codes)
- Indication of whether the juvenile was employed and/or in school at the time of referral (7 codes)
- Length of time youth has lived in the county (not currently a resident, less than 1 year, 1 year or more)
- Indication of whom the juvenile is living with at the time of referral (11 codes)
- Marital status of natural parents (11 codes)
- Family annual income (6 codes)
- Occupation of parent with highest income (9 codes)
- Court (county) in which the case was processed
- Date of referral
- Source of referral (7 codes)
- Number of prior court referrals
- Place held pending case disposition (jail/police station, detention home, foster or group home, other)
- Offense (36 delinquency, status offense, traffic, and dependency codes)
- Indication of whether the case was disposed informally or formally (without a petition, with a petition)
- Type of counsel representing the juvenile at a hearing (court appointed, retained, public defender, not represented, other)
- Date of disposition
- Most severe disposition (14 informal and formal codes)

New Jersey

Data are originally collected on statistical reporting forms by court staff and forwarded to the New Jersey Administrative Office of the Courts. The data are used by the State in the development of guidelines for the disposition of juveniles adjudicated delinquent. Automated disposition-level data files are submitted by the Administrative Office of the Courts to the Archive, which converts these files to case-level records and creates a data file containing referrals disposed in a calendar year. Beginning with 1985 data, each archived annual file contains approximately 57,000 case records.

Data Elements

- Juvenile identification number
- Race (7 codes)
- Sex
- Date of birth and age
- County in which the case was processed
- Date of referral
- Indication of whether the youth was detained (yes, no)
- Type of attorney representing the juvenile (private; public defender; court appointed; pro se, counsel mandatory only)
- Indication of whether counsel for the youth was mandated (counsel not mandatory, counsel mandatory)
- Indication of the manner in which the case was handled (petitioned, not petitioned)
- Indication of whether the youth was adjudicated delinquent (yes, no)
- Most serious offense(s) referred (493 delinquency codes)
- Most serious offense petitioned (493 codes)
- Most serious final offense adjudicated (493 codes)
- Most serious final offense receiving the most severe disposition served (493 codes)
- Most severe disposition served (49 codes)
- Date of disposition
- Most serious final offense receiving the most severe disposition—not necessarily served (493 codes)
- Most severe disposition—not necessarily served (49 codes)

New York

Data on petitioned cases are originally collected on statistical reporting forms by family court staff and forwarded to the Office of Court Administration. The data are used in the production of an annual report on New York's court system. Automated case-level data files on referrals disposed annually are submitted by the Office of Court Administration to the Archive. Beginning with 1977 data, each archived annual file contains approximately 24,000 case records.

Data Elements

- Age when act was committed
- Sex
- County in which the petition was disposed
- Source of referral (9 codes)
- Indication of whether the youth was detained prior to the filing of a petition and if so, for how many days
- Date petition was filed
- Type of petition filed (delinquency, status offenses, or status offense substituted for a delinquency petition)
- Offense(s) petitioned (46 delinquency and status offense codes)
- Type of counsel representing juvenile (appointed counsel, private/retained counsel, none)
- Indication of who presented the petition (county attorney, corporation attorney, district attorney, other)
- Indication of whether the youth was detained before or after the petition was filed and prior to the completion of the disposition hearing
- Date of adjudication hearing
- Indication of whether the offenses were established (delinquency offenses established, status offenses established, any offenses established)
- Indication of whether youth admitted to the offenses (yes, no entry)
- Adjudication decision (offenses not substantiated/case dismissed, offenses established)
- Statutory title and section of established offense
- Date of disposition hearing
- Disposition (20 codes)

North Dakota

Juvenile court staff originally collect the data on statistical reporting forms which are submitted to the Office of the State Court Administrator within the Supreme Court. The data are used by State and local courts for management, planning, and annual reporting purposes. Automated case-level data files on referrals disposed annually are submitted by the Office of the State Court Administrator to the Archive. Beginning with 1978 data, each archived annual file contains approximately 8,000 case records.

Data Elements

- County-level child identification number
- Date of birth
- Sex
- Race (5 codes)
- County of youth's residence
- Date of alleged offense
- Date of referral
- Source of referral (6 codes)
- Reason for referral (39 delinquency, status offense, traffic, dependency, and special proceedings codes)
- Date and time of admission to detention
- Date and time of release from detention
- Type of counsel representing the juvenile (does not apply, court appointed, retained)
- Date of adjudicatory hearing
- Disposition (13 codes)
- Date disposition expires
- Date court record is sealed
- Date court record is physically destroyed

Cuyahoga County (Cleveland), Ohio

Data are originally collected via Cuyahoga County Juvenile Court Division's online case tracking system. The data are used in the day-to-day operations and management of the court. Automated case-level data files on referrals disposed annually are submitted by the Cuyahoga County Juvenile Court Division of the Court of Common Pleas to the Archive. Beginning with 1981 data, each archived annual file contains approximately 12,000 case records.

Data Elements

- Date of birth
- Race (5 codes)
- Sex
- Case number
- Year of offense
- Age at offense
- Date of referral
- Source of referral (31 codes)
- Charge(s) referred (493 codes)
- Number of counts for each charge
- Type of weapon involved (5 codes)
- Age of victim
- Indication of whether the youth was detained (yes, no)
- Location of detention (county jail, detention home, home detention)
- Date admitted to detention
- Date released from detention
- Intake disposition (32 codes)
- Date of disposition
- Court disposition (124 codes)
- Date assigned to probation, placement or commitment
- Date termination of probation, placement or commitment
- Most serious charge(s) referred (493 codes)

Pennsylvania

Local intake or probation officers originally collect the data and submit them to the Pennsylvania Juvenile Court Judges' Commission. The data are used in research projects and are provided to Federal, State, and county agencies for use in decisionmaking concerning juvenile delinquency. Automated case-level data files on referrals disposed annually are submitted by the Juvenile Court Judges' Commission to the Archive. Beginning with 1975 data, each archived annual file contains approximately 35,000 case records.

Data Elements

- Date of birth and age
- Sex
- Race (4 codes)
- Highest grade completed (7 codes)
- Indication of whether the juvenile is in school (in school, out of school)
- Marital status of natural parents (7 codes)
- Living arrangements of the juvenile (8 codes)
- Number of people living in the home
- Household income
- County in which the case was processed
- Date of referral
- Source of referral (8 codes)
- Offense(s) referred (253 delinquency codes)
- Number of counts for each offense
- Date of adjudication
- Indication of who held the adjudication hearing (judge, master, both)
- Type of attorney representing the juvenile (court appointed, private, public defender, waived)
- Offense(s) substantiated at adjudication (253 delinquency codes)
- Number of counts for each offense substantiated
- Date of disposition and disposition (13 informal and formal codes)
- Indication of intensive probation as part of disposition (no entry, yes)
- Indication of community service as part of disposition (no entry, yes)
- Indication of restitution as part of disposition (no entry, yes)
- Indication of fines and/or costs as part of disposition (no entry, yes)
- Indication of family therapy as part of disposition (no entry, yes)
- Indication of aftercare as part of disposition (no entry, yes)
- Indication of any other special condition as part of disposition
- Type of out of home placement (9 codes) and name of placement facility
- Total number of days in detention or nonsecure facility
- Most serious offense referred and substantiated (253 codes)

South Carolina

Data are originally collected by South Carolina Department of Youth Services's online client tracking system. The data are used in the day-to-day operations of Youth Services and support management statistical information needs. Automated hierarchical data files are submitted by Youth Services to the Archive. The Archive converts these files to case-level records and creates a data file containing referrals disposed in a calendar year. Beginning with 1985 data, each archived annual file contains approximately 16,000 case records.

Data Elements

- Child identification number
- Date of birth and age at referral
- Sex
- Race (white, black, other)
- County in which case was processed
- Indication of drug or alcohol use (9 codes)
- Date of referral
- Source of referral (489 codes)
- Most serious offense(s) referred (199 codes)
- Date(s) of offense(s)
- Most severe solicitor's decision (73 codes)
- County of detention
- Place of detention (211 codes)
- Length of detention
- Reasons for detention
- Date of petition
- Date of judicial decision
- Most severe disposition(s) (125 codes)
- Restitution dollars ordered
- Restitution/community service time ordered
- Length of probation ordered
- Length of institutionalization ordered

South Dakota

Court services officers originally collect the data on statistical reporting forms which are forwarded to the State Court Administrator's Office, South Dakota Unified Judicial System. The data are used to manage workloads, analyze out of home placements and conduct research, and by local offices to monitor pending cases. Automated case-level data files on referrals disposed annually are submitted by the State Court Administrator's Office to the Archive. Beginning with 1979 data, each archived annual file contains approximately 4,000 case records.

Data Elements

- County-level child identification number
- Date of birth
- Sex
- Ethnic group (white, American Indian, other)
- Year of the juvenile's first referral to court
- Living arrangements of the youth (both parents, single parent, none)
- County in which the case was processed
- Circuit court handling the referral
- Offense(s) referred (962 delinquency, status offense, and traffic codes)
- Number of counts for each offense
- Place(s) the juvenile was held pending case disposition (release to parent/guardian, detention under 24 hours, detention 24-48 hours, detention over 48 hours, Federal runaway program)
- Number of days held in detention
- Indication of the general handling of the case (7 codes)
- Date of disposition
- Disposition(s) (19 codes)
- Number of months on probation
- Indication of the intensiveness of probation (low, medium, or high risk)
- Number of hours served in community service
- Date of case review
- Action taken at case review
- Most serious offense referred

Davidson (Nashville) and Shelby (Memphis) Counties, Tennessee

Youth services officers within the juvenile courts originally collect the data which are forwarded to the Tennessee Council of Juvenile and Family Court Judges. The data are used for monitoring and planning purposes. Automated case-level data files on referrals disposed annually are submitted by the Tennessee Council of Juvenile and Family Court Judges to the Archive. Archived annual files for 1984 through 1986 each contain approximately 16,000 case records.

Data Elements

- Date of birth and age at referral
- Sex
- Race (4 codes)
- Date of referral
- Person disposing case (judge, special judge, referee, youth services officer)
- Manner of handling (formal, informal)
- Date of informal adjustment
- Informal adjustment charge(s) (77 delinquency, status offense, dependency, and special proceedings codes)
- Informal adjustment decision(s) (17 codes)
- Date of adjudication
- Adjudication decision (6 codes)
- Substantiated charge(s) (77 delinquency, status offense, dependency, and special proceedings codes)
- Date of disposition hearing
- Disposition(s) (37 codes)
- Most serious charge(s) disposed in a case (77 codes)
- Most severe disposition(s) in a case (61 formal and informal codes)

Utah

Data are originally collected via Utah's State Juvenile Court online case tracking system. The data are used in the day-to-day operations and management of the court. Automated hierarchical data files are submitted by the Utah State Juvenile Court to the Archive, which converts these files to case-level records and creates a data file containing referrals disposed in a calendar year. Beginning with 1975 data, each archived annual file contains approximately 26,000-case records.

Data Elements

- Child identification number
- Date of birth
- Age of first referral to court
- Sex
- Race (10 codes)
- County of youth's residence
- Number of prior delinquency and status offense referrals
- Number of prior dependency referrals
- Date of referral
- Source of referral (378 codes)
- Most serious offense(s) referred (788 delinquency, status offense, dependency, and traffic codes)
- Severity ranking for each offense (35 codes)
- Most severe decision at intake (direct filed, waiver requested, petitioned, nonpetitioned)
- Most serious offense receiving the most severe intake decision (788 codes) and its severity ranking (35 codes)
- Date of petition
- Most serious offense petitioned (788 codes) and its severity ranking (35 codes)
- Date of disposition
- Most severe disposition(s) (429 codes)
- Most serious offense receiving the most severe disposition (788 codes) and its severity ranking (35 codes)
- Total number of offenses in a case

Virginia

Data are originally collected on statistical reporting forms by the district courts and submitted to the Division of Youth Services, Virginia Department of Corrections. The data are collected for purposes of management, monitoring, planning, and program evaluation. Automated case-level data files on referrals disposed annually are submitted by the Department of Corrections to the Archive. Beginning with 1980 data, each archived annual file contains approximately 85,000 case records.

Data Elements

- Date of birth and age
- Sex
- Race (5 codes)
- State in which juvenile was born
- State, county, and ZIP code of youth's residence
- Date of incident
- Number of codefendants
- Date and time of referral
- Source of referral (17 codes)
- Persons interviewed by intake (9 codes)
- Number of prior contacts
- Offense(s) referred to intake (225 delinquency, status offense, and dependency codes)
- Intake disposition of each charge (10 codes)
- Date of intake decision
- Place held pending case disposition (10 codes)
- Date of detention, if applicable
- Offense(s) disposed (225 codes)
- Date of disposition
- Disposition (62 codes)
- Created date of disposition (date of intake decision for cases informally handled and date of disposition hearing for cases handled formally)
- Most serious of the intake offenses
- Most severe of the intake dispositions
- Most serious of the intake offenses having the most severe intake disposition
- Most serious of the disposition offenses
- Most severe of the dispositions
- Most serious of the disposition offenses having the most severe disposition

West Virginia

A statewide juvenile justice reporting system was established by the Juvenile Justice Committee of the Supreme Court in July of 1991. Designated juvenile probation officers in each county complete a statistical reporting form on each delinquency and status offense referral at the time of disposition. At the Supreme Court the reported data are entered into an automated information system. The data are used to provide information to State officials and the public about juvenile justice caseloads and activity, to guide policy and program development and to assist in the handling of juvenile justice cases. Automated case-level data files on referrals disposed annually are submitted to the Archive by the Supreme Court. Beginning in 1992, each annual archived data file contains approximately 6,000 case records.

Data Elements

- Youth identification number
- Date of birth
- Sex
- Race (white, black, other, unknown)
- County of youth's residence
- Youth's living situation (parents/relatives, placement, unknown)
- Educational placement (mainstream, special education, dropped out, alternative/GED; graduated; unknown)
- Youth's delinquency status (i.e., prior complaints, prior adjudications)
- Date of complaint/referral
- Source of complaint (law enforcement, parent, school, probation, victim, other)
- Offenses associated with complaint (up to 2 possible offenses, more than 75 codes for each offense)
- Total alleged offenses in complaint
- Date of response to complaint
- Predisposition detention (none, home-based, juvenile detention center, county jail, unknown)
- Formal disposition/action taken (17 codes)
- Date of disposition

Wisconsin

Data on petitioned cases are originally collected on statistical reporting forms by court clerks and forwarded to the Supreme Court of Wisconsin. The data are used for monitoring, planning, and reporting activities. Automated hierarchical data files are submitted by the Wisconsin Supreme Court to the Archive, which converts these files to case-level records and creates a data file containing referrals disposed in a calendar year. Beginning with 1984 data, each archived annual file contains approximately 13,000 case records.

Data Elements

- Date of birth
- Sex
- Race (5 codes)
- County handling the case
- Date petition filed
- General type of case (6 codes)
- Offense(s) referred (823 delinquency, status offense, dependency, traffic, and special proceedings codes)
- Number of counts related to each offense
- Date of disposition
- Offense(s) disposed (823 delinquency, status offense, dependency, traffic, and special proceedings codes)
- Primary disposition (11 codes) and additional dispositions (12 codes)
- Most serious of the offenses referred
- Most serious of the offenses disposed

Birth Cohort Data Files

Maricopa County (Phoenix), Arizona

Data are originally collected by Maricopa County Juvenile Court Center's online case tracking system. The data are used in the day-to-day operations of the court and support management statistical information needs. Automated hierarchical data files are submitted by the Juvenile Court Center to the Archive which converts these files to case-level records and creates a data file containing referrals disposed. These case-level records are ordered chronologically by date of referral for each youth in the birth cohort. Beginning with 1962 data, each archived birth cohort file contains approximately 10,000 juvenile careers.

Data Elements

- Child identification number
- Date of birth and age at referral
- Age of first referral to court
- Sex
- Ethnicity (6 codes)
- Grade (15 codes) and indication of whether the youth is attending school at the time of referral (6 codes)
- Parents' marital status (7 codes)
- Parents' employment status (father, mother, both or neither employed)
- Date and time offense(s) occurred
- Most serious offense(s) referred (219 delinquency and status offense codes)
- Date of referral
- Source of referral (30 codes)
- Date and hour detained
- Date and hour released from detention
- County attorney's decision on how to process the case (14 codes)
- Date of petition
- Most serious offense(s) petitioned (219 codes)
- Most serious offense(s) adjudicated (219 codes)
- Date of disposition
- Disposition (43 informal and formal codes)
- Most severe court disposition (7 codes)
- Most serious offense resulting in the most severe disposition (219 codes)

Utah

Data are originally collected via Utah's State Juvenile Court online case tracking system. The data are used in the day-to-day operations and management of the court. Automated hierarchical data files are submitted by the Utah State Juvenile Court to the Archive, which converts these files to case-level records and creates a data file containing referrals disposed. These case-level records are ordered chronologically by date of referral for each youth in the birth cohort. Beginning with 1962 data, each archived birth cohort file contains approximately 10,000 juvenile careers.

Data Elements

- Child identification number
- Date of birth
- Age of first referral to court
- Sex
- Race (10 codes)
- County of youth's residence
- Number of prior delinquency and status offense referrals
- Number of prior dependency referrals
- Date of referral
- Source of referral (378 codes)
- Most serious offense(s) referred (788 delinquency, status offense, dependency, and traffic codes)
- Severity ranking for each offense (35 codes)
- Most severe decision at intake (direct filed, waiver requested, petitioned, nonpetitioned)
- Most serious offense receiving the most severe intake decision (788 codes) and its severity ranking (35 codes)
- Date of petition
- Most serious offense petitioned (788 codes) and its severity ranking (35 codes)
- Date of disposition
- Most severe disposition(s) (429 codes)
- Most serious offense receiving the most severe disposition (788 codes) and its severity ranking (35 codes)
- Total number of offenses in a case

Reports describing the activities of juvenile courts should be a part of the library of every juvenile justice professional.

For information on how to order a complimentary copy of the latest edition of *Juvenile Court Statistics* and other Archive publications, contact the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850; or call 800-638-8736.

Juvenile Court Statistics

1987, NCJ-126871, September 1990

1986, NCJ-126870, September 1990

1985, NCJ-115752, April 1989

1984, NCJ-111393, August 1987

OJJDP Update on Statistics

Juvenile Court Drug and Alcohol Cases 1985-1988. NCJ-132073, to be published 1991.

Offenders in Juvenile Court, 1987. NCJ-126160, to be published 1991.

Juvenile Property Cases. NCJ-125625, November 1990.

Runaways in Juvenile Court. NCJ-124881, November 1990.

Growth in Minority Detentions Attributed to Drug Law Violators. NCJ-122011, March 1990.

Juvenile Courts Vary Greatly in How They Handle Drug and Alcohol Cases. NCJ-119319, July 1989.

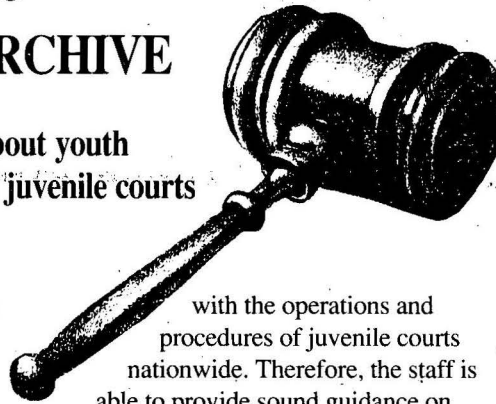
The Juvenile Court's Response to Violent Crime. NCJ-115338, January 1989.

OJJDP Update on Research

Study Sheds New Light on Court Careers of Juvenile Offenders. NCJ-113400, August 1988.

THE NATIONAL JUVENILE COURT DATA ARCHIVE

The source for information about youth
who come before the Nation's juvenile courts



Supported by a grant from the Office of Juvenile Justice and Delinquency Prevention, the National Juvenile Court Data Archive collects and disseminates the data generated by the Nation's juvenile courts to researchers and policymakers.

Services offered by the Archive include:

Data Dissemination. Archived data files are available for detailed study. Data files are shipped with documentation and analysis programs. Archive staff can also construct customized data files to meet specific research needs.

Data Analyses. If preferred, the Archive staff will conduct specialized analyses of archived data files for the researcher or policymaker. If requested, a report summarizing these analyses can also be developed. The Archive staff has extensively studied each data file housed in the Archive and is familiar

with the operations and procedures of juvenile courts nationwide. Therefore, the staff is able to provide sound guidance on analysis and interpretation of the data in their care.

Information Dissemination. Archive staff can provide the most current statistical information on the juvenile justice system. The Archive also produces the *Juvenile Court Statistics* series, the most comprehensive description of the cases handled by the Nation's juvenile courts. Policymakers, researchers, news media, and juvenile justice professionals are encouraged to contact the Archive with their questions or informational needs.

Call today—412-227-6950—and gain access to the National Juvenile Court Data Archive—the best source of information on our Nation's juvenile courts.

NCJ-132073

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Office of Justice Programs

Office of Juvenile Justice and Delinquency Prevention

Washington, D.C. 20531

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DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: SWEET, ROBERT W., JR., ADMINISTRATOR, OJJDP

To: AG.

ODD: NONE

Date Received: 12-04-91 Date Due: NONE

Control #: X91120520148

Subject & Date

11-25-91 "DEAR BILL" LETTER STATING THAT HE WAS PLEASED TO
LEARN OF THE PLANS TO OPEN A DAY CARE CENTER FOR THE
CHILDREN OF DOJ EMPLOYEES. ENCLOSURES A COPY OF THE NEWEST
PUBLICATION OF THE NATIONAL CENTER FOR MISSING AND
EXPLOITED CHILDREN ENTITLED, "CHILD PROTECTION:
GUIDEBOOK FOR CHILD-CARE PROVIDERS," WHICH HE FEELS IS A
VALUABLE RESOURCES TO CONSULT AND ADVISE ON THE PLANNING AND
DESIGN OF THE FACILTY AND PROGRAM TO INSURE THAT IT IS A **

	Referred To:	Date:	Referred To:	Date:
(1)	OAG;	12-05-91	(5)	
(2)			(6)	
(3)			(7)	
(4)			(8)	

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Date Released:

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1

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MAU

Remarks

** SAFE AND SECURE ENVIRONMENT FOR CHILDREN. ADVISES THAT
THE CENTER'S PRESIDENT, ERNIE ALLEN, HAS OFFERED THE TALENT
AND EXPERTISE OF HIS STAFF TO ASSIST DOJ IN ANY WAY THE
AG SEES FIT.

INFO CC WITHOUT ENCLOSURE: DAG, JMD.

(1) FOR INFORMATION, WITH ENCLOSURE.

Other Remarks:

KMM 12-05-91

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25 Nov 91



U.S. Department of Justice

Office of Juvenile Justice and
Delinquency Prevention

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'91 DEC -4 P3:49

Washington, D.C. 20531

EXECUTIVE SECRETARIAT

November 25, 1991

The Honorable William Barr
Attorney General
U. S. Department of Justice
10th and Constitution Streets, N.W.
Washington, DC 20530

Dear Bill:

We were pleased to learn of the plans to open a day care center for the children of departmental employees at 625 Indiana Avenue. Thank you for your leadership on this important project. In connection with its planning and implementation, I wanted to offer a free and valuable resource to consult and advise on the planning and design of the facility and program to insure that it is a safe and secure environment for children.

One of our grantees and most successful programs is the National Center for Missing and Exploited Children located in Arlington, Virginia. Over the past seven years, working in cooperation with the Justice Department, the Center has handled 500,000 calls through its national missing children's hotline, trained 107,000 law enforcement, criminal justice and health care professionals, developed and disseminated 5 million publications, worked 29,000 missing and exploited child cases, and played a role in the recovery of 19,000 children.

The National Center is an important resource for law enforcement, but it has also become a national leader in the prevention of child victimization. I am attaching a copy of the Center's newest publication, Child Protection: Guidebook for Child-Care Providers. Developed in partnership with the National Committee for the Prevention of Child Abuse, the book will be provided to child care facilities across the country. It addresses a wide range of issues for child care providers, including staffing, background screening and interviewing, training, policies and procedures, architectural features and design, and safety information for children.

Ernie Allen, the Center's President, has offered the talent and expertise of his professional staff to consult and advise on the design and implementation of the program. NCMEC has worked with corporations and non-profit organizations on the development of day care programs in wide variety of settings and is willing and able to assist DOJ in any way you see fit.

I wanted to bring this offer to your attention. Please let me know if this is an idea you would like me to develop further.

Sincerely,

A handwritten signature in black ink, appearing to read "Bob", with a horizontal line extending to the right.

Robert W. Sweet, Jr.
Administrator



NATIONAL
CENTER FOR
**MISSING
& EXPLOITED**
CHILDREN



National Committee
for Prevention of Child Abuse

Child Protection:

Guidebook for Child-Care Providers



**MARKEL/RHULEN
UNDERWRITERS & BROKERS**

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CHILD PROTECTION: Guidebook for Child-Care Providers

John C. Patterson

July 1991

**NATIONAL CENTER FOR MISSING AND EXPLOITED
CHILDREN**

and the

**NATIONAL COMMITTEE FOR PREVENTION OF CHILD
ABUSE**

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Preface

Child abuse is a national tragedy. With more than one-million serious cases each year, and three childhood deaths a day resulting from child abuse, it is clear that a priority for our country must be better protection of our young.

As a nation our awareness of the problem has grown considerably during the past decade and it would appear that we have developed a firm commitment to do something about it—to make sure that it doesn't hurt to be a child. The cost to us all to do otherwise is too great with the ravages of abuse showing up when young people run away from home, or get into trouble with the law, get involved with drugs, or drop out of school, or take their pain out on themselves or even on their own children.

As a nation we have come to understand the complexity of the problem. Not only are we concerned with the different kinds of abuse—physical, sexual, emotional, and neglect—but we also recognize that the underlying causes are numerous and do vary from one family to another. And so it has become clear that our responses cannot be singular but must address the variety of factors that lead to abuse in the first place.

We are coming to realize that we all have a role to play in preventing child abuse. Laws alone cannot stop this problem. It is too deeply embedded in our societal values and in the way our families are organized and our communities are structured. Changing these values and reshaping our families and neighborhoods cannot be done by social workers and law-enforcement officers alone. School teachers and local business people, youth groups and civic clubs, hospitals and factories, and child-care workers all need to be involved if we are to prevent child abuse.

What better place to start than with child-care workers—those who have a unique and ongoing relationship with the youngest of children? It is after all the youngest children who are at the greatest risk for abuse. In addition to making sure that child-care centers are safe places for children, child-care workers are in an excellent position to detect abuse among the children they see and help the children and their families get help, and also to assist in putting key prevention services in place.

It is a large team of professionals and concerned citizens that needs to be involved in solving the child abuse problem in our country. Central to that team is the child-care worker. We hope that this booklet will help prepare you for that very important job.

Anne H. Cohn, D.P.H.
Executive Director
National Committee for Prevention
of Child Abuse

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: GURULE, JIMMY, AAG, OJP

To: AG.

ODD: 12-03-91

Date Received: 11-27-91 Date Due: 01-16-92 Control #: X91112719765

Subject & Date

11-26-91 MEMO REQUESTING APPROVAL OF RECOMMENDATION FOR A
WHITE HOUSE ROSE GARDEN CEREMONY WITH THE PRESIDENT FOR
NATIONAL CRIME VICTIMS RIGHTS WEEK (APRIL 26 - MAY 2, 1992)
AND TRANSMISSION OF ATTACHED PROPOSED LETTER TO THE
PRESIDENT WITH THAT RECOMMENDATION; THRU DAG; FOR AG
APPROVAL/DISAPPROVAL AND SIGNATURE ON LETTER.

	Referred To:	Date:		Referred To:	Date:	
(1)	DAG;TERWILLIGE	11-27-91	(5)	OJP;GURULE	01-21-92	W/IN:
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	Sig. For:	AG.		Date Released:	01-21-92	CYN

Remarks

- (1) FOR DAG CONCURRENCE. RETURN THRU EXEC. SEC., ROOM 4400-AA, FOR FORWARDING TO THE AG.
- (2) DAG CONCURRED ON 12-20-91; FOR AG SIGNATURE ON LETTER TO THE PRESIDENT. (MAU)
- (3) PER OAG/LEVIN, REFERRED BACK TO OJP TO REDO MEMO TO EDE HOLIDAY. (PKG. BYPASSED EXEC. SEC.) (HBR)
- (4) W/MEMO FROM OJP TO THE AG DATED 01-03-92 WITH MEMO

Other Remarks:

- REDONE ADDRESSED TO EDE HOLIDAY, ASST. TO THE PRESIDENT, AS REQUESTED BY OAG; FOR AG SIGNATURE. (CYN)
- (5) AG SIGNED MEMO DATED 01-17-92. ORIGINAL FORWARDED TO OJP FOR HANDLING ON 01-21-92. (TEJ)

OLA CONTACT:

KMM SAW; GJT 12-02-91

FILE: OFFICE OF JUSTICE PROGRAMS (OJP), AG CHRON

REMOVE THIS CONTROL SHEET PRIOR TO FILING AND DISPOSE OF APPROPRIATELY

26 NOV 91



ACTION MEMORANDUM

ATTORNEY GENERAL/DEPUTY ATTORNEY GENERAL

Subject National Crime Victims Rights Week

Date

JAN 03 1992

TO: William P. Barr
Attorney General

FROM: Jimmy Gurule
Assistant Attorney General

Summary: Requested memo draft to Ede Holiday for Presidential proclamation
and Rose Garden Ceremony.

Action Required: Signature

Due Date/Action
Forcing Event: ASAP

DOJ Coordination: Division/Component and Views (attach comments
if other than concurrence)

Concurrences:	DAG	OLC	OPD	OLA	PAO	JMD
Initials		N/A	N/A	N/A		N/A
Date						

External Coordination: Agency and Views (attach comments if other
than concurrence).

Contact Point for

Additional Information: Brenda G. Meister, Acting Director, Office for Victims
of Crime, 307-5983



U.S. Department of Justice

Office of Justice Programs

Office for Victims of Crime

JAN 03 1992

MEMORANDUM TO: William P. Barr
Attorney General

THRU: Jimmy Gurulé
Assistant Attorney General

FROM: Brenda Meister
Acting Director
Office for Victims of Crime

SUBJECT: 1992 National Crime Victims Rights Week

We are pleased to learn that you have agreed to participate in the National Crime Victims Rights Week, 1992 ceremonies.

As you requested, we have prepared a memorandum from you to Ede Holiday requesting the President proclaim National Crime Victims Rights Week and to commemorate the occasion with a Rose Garden Ceremony.

We look forward to working with your staff in preparation of this event.



Office of the Attorney General
Washington, D. C. 20530

January 17, 1992

MEMORANDUM FOR EDE HOLIDAY
ASSISTANT TO THE PRESIDENT
AND SECRETARY OF THE CABINET

FROM: WILLIAM P. BARR
ATTORNEY GENERAL *WPB*

SUBJECT: National Crime Victims Rights Week
April 28 - May 2, 1992

In April 1991, President Bush signed a proclamation commemorating National Crime Victims Rights Week and honored seven individuals at a White House Rose Garden Ceremony. This year, it is expected that a joint resolution of Congress will designate the week of April 26 to May 2, 1992, as "National Crime Victims Rights Week." I am writing to encourage President Bush to proclaim National Crime Victims Rights Week and to again commemorate the occasion either with a Rose Garden Ceremony or with a suitable event outside of Washington. Such an event would reflect the President's continued commitment and that of his Administration to promoting the fair and sensitive treatment of innocent victims of crime.

Throughout his tenure as Vice President and during the current term of office, President Bush has demonstrated paramount concern for the plight of innocent victims of crime and a commitment to ensuring that the criminals who prey upon the innocent are brought to justice. As a result of the support President Bush has given to victims on the national level over the past decade, many major milestones have been reached. The most recent achievement, which President Bush supported, is the enactment of the Crime Control Act of 1990, which includes a Federal Crime Victims Bill of Rights and the Victims of Child Abuse Act of 1990. The Crime Control Act of 1990 also increased the statutory ceiling level of the Crime Victims Fund from \$125 million to \$150 million in 1991. A record high of \$146 million was deposited in the Crime Victims Fund in 1990. The Crime Victims Fund, which is administered by the Department's Office for Victims of Crime within the Office of Justice Programs, has been used to augment state support of crime victims assistance and compensation programs. This Fund receives millions of dollars each year in criminal fines, forfeited bail bonds and

special penalty assessments. It is significant to underscore that this Federal money comes from fines paid by Federal criminals -- not from taxpayers or appropriated funds.

I recommend that time be reserved on the President's schedule for a victims event, ideally on April 24 or 27, 1992, or, alternatively, on April 28 or 29, 1992. If the President is able to participate in such an event, we can discuss options for where it should be held.



Office of the Attorney General
Washington, D. C. 20530

MEMORANDUM TO: Ede Holiday
Assistant to the President
and Secretary of the Cabinet

FROM: William P. Barr
Attorney General

SUBJECT: National Crime Victims Rights Week
April 28 - May 2, 1992

or with a
suitable event
in the field.

either or

In April 1991, President Bush signed a proclamation commemorating National Crime Victims Rights Week and honored seven individuals at a White House Rose Garden Ceremony. This year, it is expected that a joint resolution of Congress will designate the week of April 26 to May 2, 1992, as "National Crime Victims Rights Week." I am writing to encourage President Bush to proclaim National Crime Victims Rights Week and to again commemorate the occasion with a Rose Garden Ceremony. Such an event would reflect the President's continued commitment and that of his Administration to promoting the fair and sensitive treatment of innocent victims of crime.

The dignity and honor afforded by a Rose Garden Ceremony would give special historical recognition to the fourth signing of a National Crime Victims Rights Week proclamation during the Bush Presidency. The Ceremony would also include the presentation of awards by President Bush to five outstanding individuals who have contributed greatly to securing the rights of victims in our criminal justice system. This event should take approximately 15 minutes and would provide an opportunity for President Bush to thank law enforcement professionals and other victim advocates who have helped foster recognition of the rights of crime victims in our Nation.

I recommend that the Ceremony take place on April 24 or 27, 1992, to give President Bush the opportunity to lead the Nation in activities scheduled for victims rights' recognition across the country. An alternative would be to hold the ceremony on April 28 or 29, 1992, depending on the President's schedule.

Guests may include 150 to 170 prominent representatives of victims rights groups, officials of the law enforcement and judicial communities, citizens actively involved in victim assistance and compensation programs around the country, Members of Congress, and representatives of the Federal Government who administer programs for the protection and support of victims of crime.

Throughout his tenure as Vice President and during the current term of office, President Bush has demonstrated paramount concern for the plight of innocent victims of crime and a commitment to ensuring that the criminals who prey upon the innocent are brought to justice. As a result of the support President Bush has given to victims on the national level over the past decade, many major milestones have been reached. The most recent achievement, which President Bush supported, is the enactment of the Crime Control Act of 1990, which includes a Federal Crime Victims Bill of Rights and the Victims of Child Abuse Act of 1990. The Crime Control Act of 1990 also increased the statutory ceiling level of the Crime Victims Fund from \$125 million to \$150 million in 1991. A record high of \$146 million was deposited in the Crime Victims Fund in 1990. The Crime Victims Fund, which is administered by the Department's Office for Victims of Crime within the Office of Justice Programs, has been used to augment state support of crime victims assistance and compensation programs. This Fund receives millions of dollars each year in criminal fines, forfeited bail bonds and special penalty assessments. It is significant to underscore that this Federal money comes from fines paid by Federal criminals -- not from taxpayers or appropriated funds.

President Bush's continued leadership on this issue will serve to motivate the country in providing equal justice for crime victims.

~~Consequently~~

I recommend that time be reserved on the President's schedule for a victims event, ideally on April 24 or 27, 1992, or, alternatively, on April 28 or 29, 1992. ~~As~~ If the President is able to participate in such an event we can discuss options for where it should be held.



ACTION MEMORANDUM

ATTORNEY GENERAL/DEPUTY ATTORNEY GENERAL

Subject : National Crime Victims Rights Week

RECEIVED
DEPARTMENT OF JUSTICE

Date

NOV 26 1991

'91 NOV 27 11:27

TO: William P. Barr
Attorney General

EXECUTIVE SECRETARIAT

FROM: Jimmy G. Grule
Assistant Attorney General

Summary: Requesting transmittal to White House of proposal of special event
with the President for National Crime Victims Rights Week.
(April 26- May 2, 1992)

Action Required: Approval of recommendation for a White House Rose Garden
Ceremony and transmission of a letter from the Attorney
General to the President with that recommendation.

Due Date/Action
Forcing Event:

1/3/92

DOJ Coordination: Division/Component and Views (attach comments if other than concurrence)

Concurrences:

DAG OLC OPD OLA PAO JMD

Initials

Date

1/2/92	N/A	N/A				N/A		
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External Coordination: Agency and Views (attach comments if other than concurrence).

Contact Point for

Additional Information: Brenda G. Meister, Acting Director, Office for
Victims of Crime, 307-5983



U.S. Department of Justice

Office of Justice Programs

Office for Victims of Crime

NOV 26 1991

MEMORANDUM FOR: WILLIAM P. BARR
Attorney General

THRU: Jimmy Gurule
Assistant Attorney General

FROM: Brenda G. Maister
Acting Director
Office for Victims of Crime

SUBJECT: National Crime Victims Rights Week

The purpose of this memorandum is to request your transmittal to the White House of a proposal for a special event with the President. If approved, the proposed event would focus national attention on National Crime Victims Rights Week.

Background

In April 1991, as in prior years dating back to 1982, the Department of Justice, through the Office for Victims of Crime, sponsored a formal event to recognize certain individuals for significant achievements that have advanced the rights of victims. As you may know, last year the event was held in the White House Rose Garden, where former Attorney General Thornburgh joined President Bush as he announced the signing of the third proclamation of his Presidency commemorating National Crime Victims Rights Week. We believe that it is important to continue this tradition by planning a similar event in 1992 for individual crime victims, law enforcement professionals, and victim service providers to receive national recognition.

Recognition for crime victims and victims advocates began, on a national scale, in 1982 when former President Reagan established the Task Force on Victims of Crime. That Task Force studied the plight of victims and made specific recommendations to foster better treatment of victimized citizens by the criminal justice system. It also served as a catalyst for balancing the scales of justice in order to better serve the interests of the victim as well as the accused. President Bush has consistently demonstrated a tremendous commitment to victims of crime. Just punishment for criminals and a fair and sensitive treatment of crime victims were priorities of his campaign and this emphasis has continued throughout the first three years of his Presidency.

Great progress has been made toward addressing President Bush's priorities. Recent accomplishments include: the enactment of a Federal Crime Victims Bill of Rights and the Federal Victims of Child Abuse Act of 1990; the reauthorization of the Victims of Crime Act through 1994; increased collections of Federal fines and penalties--a record high of \$146 million was deposited into the Crime Victims Fund (Fund) in 1990; an increase in the ceiling amount for Fund disbursements from \$125 million to \$150 million; an increase in the award of discretionary grants to provide training and technical assistance on victims issues for professionals in the criminal justice system and an enhanced national leadership role for the Office for Victims of Crime in promoting continued progress in this area; the development of victim assistance services on Indian Reservations; and an expansion of crime victim assistance and compensation programs in the States and Territories. The Fund is administered by the Office for Victims of Crime.

We are most hopeful that the pace of achievement, with respect to institutionalizing victims rights, will increase significantly within this Fiscal Year. The Assistant Attorney General for the Office of Justice Programs (OJP), Jimmy Gurulé, has designated the provision of enhanced services to crime victims as an FY 1992 program priority for all five of the Office of Justice Programs' Bureaus. Through augmenting OVC's efforts with the resources and talents found in other OJP bureaus, we will have an excellent opportunity to provide various avenues for improvements for victims in the criminal justice system.

Presidential Ceremony

It would convey a very strong message to continue the tradition of this special recognition of National Crime Victims Rights Week through an April 1992 Rose Garden Ceremony. Such a tribute would be commensurate with the Bush Administration's great concern for innocent victims and deep commitment to seeking justice for criminals who prey on the innocent. The Ceremony, if approved, could include a formal signing of a proclamation declaring April 26 through May 2, 1992, as National Crime Victims Rights Week, as well as a presentation of awards by the President to five outstanding advocates who have contributed significantly to the cause of victims rights. Such a ceremony would provide an opportunity for President Bush to thank those who have worked to institutionalize victims rights in our criminal justice system. A White House Rose Garden Ceremony would also be a fitting setting from which to highlight the Bush Administration's notable achievements with respect to serving victims needs and promoting victims rights.

It is suggested that the guest list for the Ceremony include about 150 to 170 prominent victims rights advocates and representatives of the victims rights groups, members from the law enforcement and judicial communities, citizens actively involved in victim assistance and compensation programs around the country, Members

of Congress, and representatives of the Federal Government who administer programs for the protection and support for victims of crime. A draft invitation list will be forwarded to you.

It is recommended that the Ceremony be held on either April 24, 27 or 28, if the President's and your schedules permit. The event will focus national attention on National Crime Victims Rights Week at its onset, thereby drawing interest to activities conducted throughout the United States as the week progresses. We suggest scheduling the Ceremony to last approximately 15 minutes.


ACTION REQUIRED

Approval of the recommendation for a White House Rose Garden Ceremony for the President to sign a proclamation designating April 26 - May 2, 1992, as National Crime Victims Rights Week and to honor five outstanding advocates for victims rights. Also, transmittal of a letter from you to the President requesting his participation in such an event. A draft letter for the transmittal is attached, along with a summary of the past National Crime Victims Rights Week activities. If approved, the Office for Victims of Crime will work through the appropriate Department of Justice offices and with the White House concerning the planning and implementation of the White House Ceremony.

If you or your staff have any questions or would like to be provided with further information with regard to this matter, please contact me at 307-5983.

APPROVE

DISAPPROVE



William P. Barr
Attorney General

William P. Barr
Attorney General

Attachments

cc: George Terwilliger, Acting Deputy Attorney General
William Lucas, Director, Office of Liaison Services
W. Lee Rawls, Assistant Attorney General, Office of
Legislative Affairs

SUMMARY OF PAST NATIONAL CRIME VICTIMS' RIGHTS WEEK ACTIVITIES

- o 1991 President Bush signed the third National Crime Victims Rights Week proclamation of his Presidency. At a White House Rose Garden Ceremony, he also honored seven individuals for their outstanding contributions to crime victims. Former Attorney General Dick Thornburgh and Jane Burnley, former Director of the Office for Victims of Crime, were in attendance. Members of Congress, law enforcement officials, members of the judiciary, and citizens actively engaged in providing victim assistance and compensation were in attendance.
- o 1990 A National Crime Victims Rights Week proclamation was signed by President Bush in the Oval Office immediately prior to a White House Rose Garden Ceremony. Former Attorney General Dick Thornburgh, Jane Burnley, former Director of the Office for Victims of Crime, prominent representatives of the victims rights movement, Members of Congress, law enforcement officials, members of the judiciary, and citizens actively engaged in providing victim assistance and compensation were in attendance. At the Ceremony, the President presented awards to six individuals for their significant contributions on behalf of crime victims.
- o 1989 President Bush signed the first National Crime Victims Rights Week proclamation of his Presidency in the Oval Office and in the presence of seven individuals who were honored for their contributions to crime victims.
- o 1988 Six individuals were honored for significant contributions in advancing victims rights. Former President Reagan presented the awards and signed a proclamation in the Oval Office at the White House. Former Attorney General Ed Meese and Jane Burnley, former Director of the Office for Victims of Crime, were in attendance.
- o 1987 Former Attorney General Ed Meese honored ten individuals at a ceremony in the Attorney General's Conference Room. Former President Reagan signed the proclamation at a small Oval Office Ceremony.
- o 1986 There was no event in April of 1986 because of the U.S. bombing of Libya. No proclamation was issued.
- o 1985 At a Rose Garden Ceremony, former President Reagan honored six crime victims who had focused their energies on helping others overcome the effects of victimization. A proclamation was signed.
- o 1984 Five individuals were honored at a White House Rose Garden Ceremony which included the signing of a proclamation.
- o 1983 Five individuals were honored at a White House Rose Garden Ceremony which included the signing of a proclamation.
- o 1982 In December, a Rose Garden Ceremony was held for the presentation of the Final Report of the President's Task Force on Victims of Crime. Earlier that year, the first National Crime Victims Rights Week proclamation was signed by former President Reagan.



Office of the Attorney General
Washington, D. C. 20530

The Honorable George Bush
President of the United States
Washington, D.C. 20500

Dear Mr. President:

In April 1991, you signed your third proclamation commemorating National Crime Victims Rights Week and honored seven individuals at a White House Rose Garden Ceremony. This year, it is expected that a joint resolution of Congress will designate the week of April 26 to May 2, 1992, as "National Crime Victims Rights Week." I am writing to encourage you to proclaim National Crime Victims Rights Week and to again commemorate the occasion with a Rose Garden Ceremony. Such an event would reflect your continued commitment and that of your Administration to promoting the fair and sensitive treatment of innocent victims of crime.

The dignity and honor afforded by a Rose Garden Ceremony would give special historical recognition to the fourth signing of a National Crime Victims Rights Week proclamation during your Presidency. The Ceremony would also include the presentation of awards by you to five outstanding individuals who have contributed greatly to securing the rights of victims in our criminal justice system. This event should take approximately 15 minutes and would provide an opportunity for you to thank law enforcement professionals and other victim advocates who have helped foster recognition of the rights of crime victims in our Nation.

I recommend that the Ceremony take place on April 24 or 27, 1992, to give you the opportunity to lead the Nation in activities scheduled for victims rights' recognition across the country. An alternative would be to hold the ceremony on April 28 or 29, 1992, depending on your schedule.

Guests may include 150 to 170 prominent representatives of victims rights groups, officials of the law enforcement and judicial communities, citizens actively involved in victim assistance and compensation programs around the country, Members of Congress, and representatives of the Federal Government who administer programs for the protection and support of victims of crime.

Throughout your tenure as Vice President and during your Presidency, you have demonstrated paramount concern for the plight of innocent victims of crime and a commitment to ensuring that the criminals who prey upon the innocent are brought to justice. As a result of the support you have given to victims on the national level over the past decade, many major milestones have been reached. The most recent achievement, which you supported, is the enactment of the Crime Control Act of 1990, which includes a Federal Crime Victims Bill of Rights and the Victims of Child Abuse Act of 1990. The Crime Control Act of 1990 also increased the statutory ceiling level of the Crime Victims Fund from \$125 million to \$150 million in 1991. A record high of \$146 million was deposited in the Crime Victims Fund in 1990. The Crime Victims Fund, which is administered by the Department's Office for Victims of Crime within the Office of Justice Programs, has been used to augment state support of crime victims assistance and compensation programs.

Your continued leadership on this issue will serve to motivate the country in providing equal justice for crime victims.

Respectfully,

William P. Barr
Attorney General

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: SWEET, ROBERT W., JR., ADMINISTRATOR, OJJDP
To: AG. (THRU OJP/GURULE) ODD: NONE
Date Received: 11-29-91 Date Due: NONE Control #: X91112919857
Subject & Date
11-27-91 MEMO ATTACHING ADVANCE COPIES OF AN OJJDP JUVENILE
JUSTICE BULLETIN ENTITLED "MISSING CHILDREN: FOUND FACTS"
THAT OJJDP PLANS TO RELEASE BY DECEMBER 6, 1991. THE
BULLETIN HIGHLIGHTS THE FINDINGS OF THE FIRST REPORT OF THE
NATIONAL INCIDENCE STUDIES OF MISSING, ABDUCTED, RUNAWAY,
AND THROWN AWAY CHILDREN IN AMERICA.

	Referred To:	Date:		Referred To:	Date:	
(1)	OAG;	11-29-91	(5)			W/IN:
(2)			(6)			
(3)			(7)			PRTY:
(4)			(8)			1
	INTERIM BY:			DATE:		OPR:
	Sig. For:	NONE		Date Released:		HBR

Remarks
INFO CC: DAG, PAO.

Other Remarks:

KMM 11-29-91
FILE: OFFICE OF JUSTICE PROGRAMS (OJP)

REMOVE THIS CONTROL SHEET PRIOR TO FILING AND DISPOSE OF APPROPRIATELY

27 NOV 91



U.S. Department of Justice

Office of Justice Programs

Office of Juvenile Justice and
Delinquency Prevention

RECEIVED
DEPARTMENT OF JUSTICE

Washington, D.C. 20531

91 NOV 29 10 26

NOV 27 1991
EXECUTIVE SECRETARIAT

MEMORANDUM

TO: William P. Barr
Attorney General

THROUGH: Jimmy Gurulé *for*
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr.
Administrator
Office of Juvenile Justice and
Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of an *OJJDP Juvenile Justice Bulletin* entitled "'Missing Children': Found Facts" that OJJDP plans to release by December 6, 1991. This *Bulletin* is reprinted from the December 1990 *NIJ Reports*, issue number 224.

The *Bulletin* highlights the findings of the first report of the National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway (NISMA^{RT}) Children in America. The NISMA^{RT} study provided the first estimates derived from scientific investigation regarding children (1) abducted by family members, (2) abducted by non-family members, (3) who ran away from home, (4) who were thrown out of the home, and (5) who were lost or missing because of an injury or for some other reason. The *Bulletin* defines the five categories and presents data on the children involved in each.

The *Update* will be distributed to the State Juvenile Justice Advisory Groups, Criminal Justice Councils, policymakers, researchers, associations, and the OJJDP practitioner mailing list. It will also be distributed at conferences and mailed to individuals requesting information concerning missing children.

If you have any questions about this document, please call me at 307-5911.

Attachments



OJJDP

JUVENILE JUSTICE BULLETIN

Robert W. Sweet, Jr., Administrator

Reprinted from *NIJ Reports*, No. 224 November/December 1990

"Missing Children": Found Facts

The disappearance of Adam Walsh and similar tragedies captured the media's interest in the early 1980's, focusing public attention on the problem of missing children. Concerned citizens demanded action to address what they perceived to be a national crisis.

The first step in solving any problem is to understand its nature and dimensions. The absence of reliable data posed the first challenge to effective corrective action.

Congress addressed this deficiency in the 1984 Missing Children's Act (Pub. L. 98-473, title IV) when it mandated that the Office of Juvenile Justice and Delinquency Prevention (OJJDP) conduct national incidence studies to determine various statistics, including the number of juvenile "victims of abduction by strangers" and the number of "parental kidnappings."

While the act provided a statutory definition of "missing children," the expression became a catchall in the public mind. OJJDP's research therefore covered a wide range of problems affecting children the public might perceive as "missing." The National Incidence Studies of Missing, Abducted, Runaway, and Thrown-away Children (NISMA²R³T) provides the first estimates derived from comprehensive scientific investigation regarding children (1) abducted by family members, (2) abducted by non-family members, (3) who ran away from home, (4) who were thrown out of home or abandoned, and (5) who were lost or missing because of an injury or for other reasons.

First steps

In August 1985, OJJDP convened a working conference of knowledgeable professionals from the private and public

sectors to consider the most appropriate methods to employ in this significant research project. The conferees' recommendations led to several pilot studies, commencing in March 1986.

An expert design panel evaluated the pilot studies and confirmed the feasibility of such incidence studies, and in November 1987 work began.

The project consisted of six studies:

- ☐ A telephone survey of nearly 35,000 households to determine the incidence of abducted, runaway, throwaway, lost, or otherwise missing children.
- ☐ A survey of juvenile facilities to establish how many residents had run away.
- ☐ An interview study to compare the accounts of runaway children who returned home with those of their parents.
- ☐ A study of records in a national sample of 83 law enforcement agencies to find the number of non-family abductions.
- ☐ An analysis of 1976-1987 FBI homicide data to estimate how many children may have been murdered in the course of stranger abductions.
- ☐ An analysis of data derived from a 1986 study of child abuse and neglect to determine the incidence of abandoned or throwaway children known to professionals.

All NISMA²R³T estimates were for 1988.

Some definitions

In reviewing the following categories, you will encounter contrasts between *broad scope* and *policy focal* incidents. Keep in mind the basic distinction that "broad scope" delineates the problem the way persons directly involved (parents,

children, etc.) might define it. It includes the more restrictive "policy focal" subset that addresses episodes traditionally of greater concern to public agencies (police, policymakers, etc.).

Examples of each subcategory are provided, while detailed criteria may be found in figures 1, 2, and 3.

Fractured families

Over the past three decades, the number of divorces affecting children has tripled to a million a year. The number of children involved in such divorces is higher still. Ten million children live with separated or divorced parents. Half of all children will experience the breakup of their parents' marriage, and 1 in 10 will suffer three such marital dissolutions.

More divorces produce more battles over custody and visitation rights. Such legal disputes occur in an estimated 15 percent of divorces involving children. While traditional presumptions favoring maternal custody have eroded, some fathers take matters into their own hands.

Family abductions run the gamut from instances in which noncustodial parents keep children overnight in violation of the terms of agreed visits (*broad scope*) to those in which they transport children out of State with the intent to keep them (*policy focal*). The estimated 354,100 broad scope family abductions include 163,400 more serious policy focal family abductions (figure 1).

Although even a temporary undesired separation may upset parent and child, most episodes (81 percent) did not exceed a week, with 90 percent lasting under a month. In 99 percent of all family abductions, the children had been returned home by the time of the NISMA²R³T

survey. Seventeen percent of the parents did not know where their "missing" children were at all throughout the episode.

Danger from without

If family abductions constitute a danger to children rising from within the family, non-family abductions endanger our children from without. While substantially fewer children are kidnapped by strangers than are abducted by family members, the consequences are often far graver. All non-family abductions are counted in the more critical policy focal category.

NISMART distinguishes between the more inclusive *legal definition* abduction (3,200 to 4,600 children) and its more exclusive subset, *stereotypical* kidnapping (200 to 300). The former includes

coerced taking, forcible detaining, or luring of a child. The latter may involve ransom demands and even murder (figure 2).

As previously noted, there are differences between family and non-family abductions. Although less than 1 percent of children involved in family abductions were sexually abused, about two-thirds of the non-family abductions involved sexual assaults.

While most children subjected to family abduction "did not suffer serious harm as a result of the episode," according to NISMART, violence is an integral part of non-family abductions. Force was used against 87 percent of the victims, and a weapon was involved in 75 percent of the cases. Tragically, 2 percent of legal

definition abductions ended with the murder of the child.

On the run

One of America's best loved literary characters, Huck Finn, was a runaway. Present-day flesh-and-blood runaways, however, face a harsher reality than Mark Twain could imagine. As the project's researchers observe:

Today, we know that when many children run, it is often to escape from a protracted and painful family conflict or from physical, sexual, or psychological abuse. We also know what may lie in wait for the long-term runaway: homelessness, drugs, crime, sexual exploitation, and suicide.

Figure 1.

NISMART Definitions—Criteria for Family Abduction

	Broad Scope	Policy Focal
Family Abduction	<p>An incident during which a family member in violation of a custody agreement or decree:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Takes a child; or <input type="checkbox"/> Fails to return or give a child over at the end of a legal agreed-upon visit, and the child is away at least overnight. 	<p>An incident that <i>in addition to meeting the broad scope criteria</i> involves the following:</p> <ul style="list-style-type: none"> <input type="checkbox"/> An attempt is made to conceal the taking or whereabouts of the child or to prevent contact with the child; or <input type="checkbox"/> The child is transported out of State; or <input type="checkbox"/> There is evidence that the abductor had the intent to keep the child indefinitely or permanently affect custodial privileges.

Figure 2.

NISMART Definitions—Criteria for Non-Family Abduction

	Policy Focal	
	Legal Definition	Stereotypical
Non-Family Abduction	<p>An incident involving:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The coerced and unauthorized taking of a child into a building or vehicle, or a distance of more than 20 feet; or <input type="checkbox"/> The detention of a child for more than an hour; or <input type="checkbox"/> The luring of a child for the purposes of committing another crime. 	<p>An incident that <i>in addition to meeting the legal definition criteria</i> involves abduction by a stranger whereby:</p> <ul style="list-style-type: none"> <input type="checkbox"/> The child is gone overnight; or <input type="checkbox"/> The child is killed; or <input type="checkbox"/> The child is transported a distance of 50 miles or more; or <input type="checkbox"/> The child is ransomed; or <input type="checkbox"/> The perpetrator evidences an intent to keep the child permanently.

Broad scope runaways (450,700) left or stayed away from home at least overnight or ran away from juvenile facilities (e.g., group foster homes, residential treatment centers, mental health facilities, boarding schools, and juvenile detention centers). They include *policy focal* runaways (133,500) who lacked a secure and familiar place to stay. All juvenile facility runaways (12,800) are policy focal (figure 3).

Almost all runaways are teenagers. The majority (58 percent) are girls. Over a third of the children who ran away from home in 1988 had run away on previous occasions during the year.

Disproportionately, these teenagers are running from families with step-parents and live-in boyfriends or girlfriends. As in the case of family abductions, runaways reflect the disintegration of the American family.

Differences between family abductions and runaways, however, are readily apparent. While only 1 percent of children involved in family abductions had not

returned home when the NISMART survey was conducted, 10 percent of runaways were missing when their parents were interviewed.

Ran away? or throwaway?

"Runaway" implies voluntary departure from home, but many children are homeless through no choice of their own. In the 1970's, researchers labeled juveniles "throwaways" if they were made to leave home or were abandoned. NISMART researchers have revised this term; their rationale merits our consideration:

"(T)hrowaway"... connotes a quality of the child—uselessness or disposability. "*Throwaway*," by contrast, unambiguously conveys what has been *done to the child*.

Nor is that the only nomenclature NISMART researchers call into question. They note:

A "missing" child... presumes that the parents want the child, are looking for the child, and "miss" the

child. In the case of throwaways, however, parents may not want the child back, or may have themselves left and abandoned the child. If such parents do not know where their child is, it is out of choice.

Children thrown or locked out of their homes constitute 22 percent of the combined total of runaways and throwaways.

Illustrating the imprecisions of terms like "missing children" does not minimize the predicament of throwaways. Rather, it highlights the NISMART report's conclusion that we face not a single problem—"missing children"—but "a set of several very different and separate problems that were aggregated primarily for reasons that were political or operational, not philosophical or scientific."

Broad scope throwaways (127,100) encompass *policy focal* throwaways (59,200) consisting of throwaways lacking a familiar and secure place to stay and all children who were abandoned (figure 3).

Figure 3.

NISMART Definitions—Criteria for Runaways and Throwaways

	Broad Scope	Policy Focal
Runaways	<p>Incidents during which children who leave:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Are away from home at least 1 night; or <input type="checkbox"/> Are under the age of 15 and stay away from home without permission for at least 1 night; or <input type="checkbox"/> Are 15 or older and stay away at least 2 nights. 	<p>Incidents that <i>in addition to meeting the broad scope criteria</i> involve children who:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Are without a familiar and secure place to stay; or <input type="checkbox"/> Have run away from juvenile facilities.
Throwaways	<p>Incidents involving children who were away from home at least overnight, and:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Were directly told to leave the household; or <input type="checkbox"/> Were abandoned or deserted; or <input type="checkbox"/> Wanted to come home but were denied permission; or <input type="checkbox"/> Ran away, but whose parent(s) or caretaker(s) made no effort to recover them or did not care whether they returned. 	<p>Incidents that <i>in addition to meeting the broad scope criteria</i> involve children who:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Were without a familiar and secure place to stay; or <input type="checkbox"/> Were abandoned.

Figure 4.

NISMART Definitions— Criteria for Lost, Injured, or Otherwise Missing Children

Broad Scope		Policy Focal
Age	Time Missing	
0 – 2	Any	Incidents that <i>in addition to meeting broad scope criteria</i> involved calling the police.
3 – 4	2 hours	
5 – 6	3 hours	
7 – 10	4 hours	
11 – 13	8 hours	
14 – 17	Overnight	
Disabled child	Any	
Child injured during episode	1 hour	

Family division is a significant factor in the plight of throwaways. Although 67 percent of all children live with both parents, only 19 percent of throwaways were driven from such homes. While only 23 percent of all children live with just one parent, 44 percent of throwaways lived in one-parent homes before they were forced out. A total of 39 percent of abandoned throwaways were from such single-parent families.

Children who were “thrown away” were more than twice as likely to have suffered domestic violence prior to their departure than those who ran away (27 percent vs. 11 percent).

Lost and found

A lost child is the quintessential “missing” child. Injured children can also be missing. Finally, children can be deemed “missing” for a variety of reasons not

discussed heretofore. For instance, they might have forgotten what time it was or misunderstood when they were to return home.

The main criteria used to define the 438,200 *broad scope* lost, injured, or otherwise missing children were their ages and the number of hours they were missing (figure 4). This group includes 139,100 *policy focal* children whose parents contacted the police.

It is interesting to note that even here an intact two-parent family can provide additional safeguards for children. While two out of three children live in such households, only one out of three lost or injured children do.

Nearly half (47 percent) of lost, injured, or otherwise missing children are below the age of 5. Since the youngest children are subject to the closest parental supervision and the greatest concern,

unexplained absences are quickly noted and are the source of much alarm.

Fortunately, less than 2 percent of lost, injured, or otherwise missing children were gone more than 24 hours, and only 1 percent had not returned home at the time of the NISMART interview.

Next steps

NISMART has advanced us significantly toward understanding “a set of several very different and separate problems” affecting American children. First steps, however, must not be last ones. OJJDP will be looking more closely at these and other categories with an eye toward preventing as well as solving problems of children in crisis. Strengthening the family is essential to both these worthy goals.

OJJDP intends to make the data compiled in NISMART available to researchers through the University of Michigan Inter-University Consortium for Political and Social Research. It will also support further data analysis.

This article was written by Robert W. Sweet, Jr., Administrator, Office of Juvenile Justice and Delinquency Prevention.

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

NCJ 130916

U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

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Subject & Date

12-03-91 MEMO ATTACHING ADVANCE COPIES OF AN OJJDP JUVENILE JUSTICE BULLETIN ENTITLED, "NATIONAL YOUTH GANG SUPPRESSION AND INTERVENTION PROGRAM" THAT OJJDP PLANS TO RELEASE BY DECEMBER 11, 1991. THIS BULLETIN IS REPRINTED FROM THE JUNE 1990 NIJ REPORTS, ISSUE NUMBER 222. ADVISES THAT THE UPDATE WILL BE DISTRIBUTED TO THE STATE JUVENILE JUSTICE ADVISORY GROUPS, CRIMINAL JUSTICE COUNCILS, POLICYMAKERS, RESEARCHERS, ASSOCIATIONS, AND THE OJJDP PRACTITIONER **

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(1) OAG;	12-04-91	(5)		W/IN:
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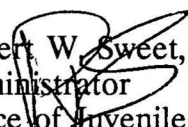
EXECUTIVE SECRETARIAT

DEC 3 1991

MEMORANDUM

TO: William P. Barr
Attorney General

THROUGH: Jimmy Gurulé 
Assistant Attorney General
Office of Justice Programs

FROM: Robert W. Sweet, Jr. 
Administrator
Office of Juvenile Justice and
Delinquency Prevention

SUBJECT: Advance Notification of OJP Publication

Attached, for your information, are advance copies of an *OJJDP Juvenile Justice Bulletin* entitled "National Youth Gang Suppression and Intervention Program" that OJJDP plans to release by December 11, 1991. This *Bulletin* is reprinted from the June 1990 *NIJ Reports*, issue number 222.

The *Bulletin* summarizes the findings of an OJJDP research and development program to assess what cities and counties are doing in response to the gang problem and to identify strategies that work. It reports on the study's methodology, lists successful strategies, provides common gang definitions, and describes program models and technical assistance manuals developed as a result of the research.

The *Update* will be distributed to the State Juvenile Justice Advisory Groups, Criminal Justice Councils, policymakers, researchers, associations, and the OJJDP practitioner mailing list. It will also be distributed at conferences and mailed to individuals requesting information concerning the juvenile gang problem.

If you have any questions about this document, please call me at 307-5911.

Attachments



OJJDP

JUVENILE JUSTICE BULLETIN

Robert W. Sweet, Jr., Administrator

Reprinted from *NIJ Reports*, No. 222 June 1990

National Youth Gang Suppression and Intervention Program

by Irving A. Spergel, Ronald L. Chance, and G. David Curry

The national scope and seriousness of the youth gang problem have increased sharply since the late 1970's and early 1980's. Gang violence and gang-related drug trafficking have risen drastically in a number of large cities. Even more remarkable, gangs have now developed in many middle-sized and smaller cities and suburban communities around the country.

The gang problem has become more complex as well. Youth gangs are more violent than before, and gangs are increasingly serving as a way for older or former gang youths to engage in illegal money-making activity, especially street-level drug trafficking. Our lack of knowledge of the problem's scope is due in large measure to the absence of a commonly accepted law enforcement definition

of the terms "gang" and "gang crime incident."

In 1987 the Office of Juvenile Justice and Delinquency Prevention established a research and development program to address the gang problem in policy and programmatic terms through a cooperative agreement with the School of Social Service Administration, University of Chicago.

The National Youth Gang Suppression and Intervention Program is carrying out a four-stage process of assessment, model program development, technical assistance, and dissemination. The age of gang youths—at least those known to the police—tends to be in the range of 13 to 24 years and older. The age range has expanded, especially at the upper end. The

evidence also indicates that the problem is predominantly a male one.

Assessing the problem

Our purpose in the first stage of the research and development program was not so much to assess the problem's scope as to assess the nature of the organized response to it, particularly in suppression and intervention terms. It became evident early in our analysis that the youth gang fulfilled socialization and survival functions for youths in low-income, socially isolated ghetto or barrio communities and increasingly in transitional areas with newly settled populations.

Social disorganization or failures of basic local institutions such as family, schools, and employment, as well as poverty or

From the Administrator

In 1990, the number of gang homicides reached an all time high of 329 in Los Angeles and 98 in Chicago, with gang homicide, as a proportion of total homicides, ranging from 11 percent in Chicago to 34 percent in Los Angeles. The average age of gang homicide offenders is 20 to 21 years. The age range of gang members known to the police is 13 to 24 years and older.

Youthful involvement in gangs, gang violence, and gang-related drug trafficking has long been a concern of the Office of

Juvenile Justice and Delinquency Prevention. Three and a half years ago the Office asked the School of Social Service Administration of the University of Chicago to study what diverse cities and counties were doing to respond to the problem and to identify strategies that seemed to work. This article reports on the study and some of its findings.

An important outcome of this project is that we will be able to provide police, juvenile justice professionals, and community organizations with some concrete suggestions for programs, policies, and procedures they can use to respond to gang problems.

Manuals for dealing with youth gangs have been prepared for specific audiences and are already being tried out by a variety of organizations, groups, and individuals around the country.

When the program and manuals are more widely implemented, local jurisdictions are expected to be in a far better position to control and reduce youth gangs and their illegal activities.

Robert W. Sweet, Jr.
Administrator

lack of social opportunities, were apparent causal factors. A variety of other factors also seemed to contribute to gang membership—racism, particular cultural traditions, different opportunities to commit crime, fragmentation of policy and program approaches of criminal justice and social service agencies, as well as simply the presence of gangs in a community.

The assessment stage consisted of three major components: (1) a comprehensive review of the research, reportorial, and program literature on gangs; (2) a national survey of organized approaches to the problem; and (3) field visits to cities and sites where programs had apparently led to a significant reduction in the problem.

To supplement these components, we conducted two law enforcement conferences, two symposia of African-American and Hispanic former gang leaders, a brief survey of the responses of current and former gang members to antigang programs, and an analysis of a data set on the socialization to gangs of middle school youths in four inner-city Chicago communities.

Literature review

We conducted a literature review that covered the history of responses and program approaches to the problem by criminal justice agencies, community-based youth agencies, and grassroots organizations. It also covered such topics as estimates of the number of youth gangs and youth gang members; amounts of gang violence; gang-related drug trafficking; gangs as organizations; membership and demographic characteristics; gang experiences; and the social context of gang development with special attention to family, school, politics, organized crime, and cultural, socioeconomic, and neighborhood territorial factors.

The literature review showed that the primary approach to youth gangs in the 1950's and 1960's was to reach out to youth and prevent gang involvement or intervene with social services. In the 1970's and 1980's a police suppression approach prevailed. There is no clear evidence that either approach was successful. On the other hand, a few

communities adopted comprehensive approaches that combined social intervention and suppression strategies with jobs for gang youths. In places that used these approaches, there was an apparent reduction in youth gang activity, but no adequate research exists to verify these results.

National survey of youth gang problems and programs

Our telephone and mail survey of 254 experts from 45 cities and 6 special program sites was conducted in 1988 and 1989, following the literature review. The survey has guided the direction of the project and the subsequent materials produced.

We identified agencies and organizations across the country with programs that specifically dealt with youth gangs or youth gang members. We interviewed knowledgeable persons from police, prosecution, judiciary, probation, corrections, parole, school youth, grassroots, church, and criminal justice planning organizations. We were interested in definitions of the terms "gang," "gang member," and "gang incident." We asked about gang characteristics and behavior, agency policies and program activities, and specific advisory and interagency structures. We asked if agencies provided special training and how effective they were in dealing with the gang problem.

Findings

Our findings revealed that while certain police departments defined a gang incident as dependent on gang-oriented motivations or circumstances of the criminal incident, others defined a gang incident more broadly, basing their definition on whether the offender or victim was a gang member, regardless of the criminal circumstances.

In other cities, especially where the gang problem was new, police officers defined the gang incident simply in terms of any group of youth engaged in a criminal act. Two-thirds of the law enforcement respondents perceived gangs as somehow identified with other gangs or cliques beyond particular neighborhoods or areas. They reported that 25 percent of gang

youth known to them had prior police records and that gang youth committed 22.7 percent of the total index crime in their jurisdictions.

Respondents viewed the gang problem as involving adults in 45.6 percent of incidents related to youth gangs. A majority of respondents believed that one of the primary purposes of youth gangs was to sell drugs, mainly at the street level. However, independent research does not support this perception.

Five strategies identified

Probably the most important survey findings were related to the ways different organizations and cities dealt with the problem. Strategies fell into five groups:

- ☐ *Suppression*, including such tactics as prevention, arrest, imprisonment, supervision, and surveillance.
- ☐ *Social intervention*, including crisis intervention, treatment for the youths and their families, outreach, and referral to social services.
- ☐ *Social opportunities*, including the provision of basic or remedial education, training, work incentives, and jobs.
- ☐ *Community mobilization*, including improved communication and joint policy and program development among justice, community-based, and grassroots organizations.
- ☐ *Organizational development or change*, including special police units, vertical prosecution, vertical probation case management, and special youth agency crisis programs. The organizational development strategy modified the other four strategies.

The survey showed that suppression was the most frequently employed strategy (44 percent), followed by social intervention (31.5 percent), organizational development (10.9 percent), community mobilization (8.9 percent), and social opportunities (4.8 percent).

Prosecutors and judges were most committed to suppression, while social agencies and grassroots organizations chose social intervention. Respondents in jurisdictions with emerging juvenile gang problems dating after 1980 were divided

in their approaches, some emphasizing community mobilization and organizational development, and others depending almost completely on suppression.

Effectiveness

We used our survey data to determine if different strategies, policies, specialized structures, and procedures led to a perceived or actual reduction in gang crime. A large majority of respondents believed that the gang situation had worsened, although law enforcement respondents were less pessimistic than others; 23.1 percent of the police and 10.4 percent of nonpolice respondents saw progress since 1980. In only 17 percent of our 45 cities were there perceptions and quantitative estimates of any level of improvement in the gang situation, and there was no evidence that improvement was related to size of city or duration of the gang problem.

An important step in the search for promising approaches was to analyze the survey data using the type of city (i.e., experiencing emerging gang problem versus chronic one) as the unit of analysis.

In cities with chronic gang problems, several variables were found to be strongly associated with effectiveness in dealing with the gang situation: (1) the use of community mobilization and social opportunity as primary strategies, (2) community consensus on the definition of a gang incident, and (3) the proportion of agencies or organizations that had an external advisory group.

In cities where the gang problem was just beginning, community mobilization was perceived to be the effective primary strategy.

We also obtained quantitative data to validate our respondents' perceptions for the period between 1980 and 1987 on five empirical indicators of improvement in the gang situation: the number of gangs, gang members, gang homicides, gang assaults, and gang-related narcotics incidents.

In summary, community mobilization was the factor that most powerfully predicted a decline in the gang problem. The provision of basic social opportunities to

gang youth, that is, education and employment, was also very important in cities with chronic gang problems.

Field visits

Using the survey findings, we selected five cities and one correctional site where antigang efforts had apparently been effective within a significant time period. We visited them to further validate and elaborate the elements of a promising approach to the youth gang problem. These elements consisted of proactive, sustained leadership by agency representatives and collaboration among justice agencies, community-based organizations, and grassroots groups. These representatives met regularly over several

years to develop and maintain a variety of gang control and prevention efforts.

Other elements of a promising response to gangs were mutual trust, similar perceptions about the nature of the youth gang problem, and belief in the complementary use of social control and social opportunity strategies. In addition, in cities where the gang problem was an emerging one, clear and forthright recognition—rather than denial that a gang problem existed—was a key factor. In communities with a chronic gang problem, problem reduction meant forgoing narrow agency interests and unilateral approaches that served mainly fundraising, professional, or political purposes.

Gang Definitions

During the assessment phase, it became apparent that a common definition of what was meant by "gang," "gang member," and especially "gang incident" was essential. Such a consensus was necessary for effective data systems, interagency communication, and public policy, on both local and national levels.

The term street gang is the term preferred by key local law enforcement agencies because it includes juveniles and adults and designates the location of the gang and most of its criminal behavior. The youth gang, for criminal justice policy purposes, is a subset of the street gang. We recommend the following definitions:

□ A *street gang* is a group of people that form an allegiance based on various social needs and engage in acts injurious to public health and public morals. Members of street gangs engage in (or have engaged in) gang-focused criminal activity either individually or collectively; they create an atmosphere of fear and intimidation within the community.

□ A *gang* for criminal justice purposes is a somewhat organized group of some

duration, sometimes characterized by turf concerns, symbols, special dress, and colors. It has special interest in violence for status-providing purposes and is recognized as a gang both by its members and by others.

□ The notion of a *youth gang* incorporates two concepts: often a more amorphous "delinquent group" (e.g., a juvenile clique within a gang), and the better organized and sophisticated "criminal organization." The latter may be an independent group or clique of the gang and usually comprises older youth and young adults primarily engaged in criminal income-producing activity, most commonly drug trafficking.

□ A *gang crime incident* is an incident in which there was gang motivation, not mere participation by a gang member. If a gang member engages in nongang-motivated criminal activity (e.g., crime for strictly personal gain), the act should not be considered a gang incident. However, since gang members are likely to be serious offenders as well, information systems should record all types of crime but at the same time distinguish gang from nongang crime.

Developing strategies that work

Our assessment indicated that communities with gangs had socioeconomic, ethnic, racial, generational, and local policy characteristics that distinguished them from other communities.

For example, racism and poverty appear to be particularly potent factors in the development of drug-related gang problems in certain African-American communities. Population movements and certain cultural traditions may be relatively more important to the growth of gang violence in Hispanic communities. Among Chinese and other Asian communities, certain criminal traditions and social isolation may be significant factors. In white communities, personal and family disorganization as well as the declining strength of local institutions may have led to the development of cult and racially oriented gang patterns.

Given this diversity of community factors, it is likely that different kinds of community mobilization and combinations of strategies will be required to deal with the distinct gang problems of these various communities.

At the present time there is a lack of clearly defined prevention, intervention, and suppression strategies. Furthermore, it is not effective or efficient to target large groups of neighborhood youth for gang suppression or to consider that all youths in particular schools or neighborhoods require antigang social intervention or social opportunity services.

Selected younger youth should be identified for prevention or early intervention services based on a combination of certain risk factors (e.g., prior police contact, school failure, drug use, identification with a gang, presence of a gang member in the family).

Certain older youths—even hardcore gang youths—should be identified as ready to leave the gang at a certain age based on their interest in training and a job, battle fatigue, and readiness to settle down with a girlfriend or spouse. When designing gang programs and strategies, we must take into account the youths' ages and the stage of their identification with the gang.

Program models and technical assistance manuals

Based on our findings, we developed 10 program models and manuals addressed to specific audiences: police; prosecutors; judges; probation, corrections, and parole officers; schools; business and industry; community-based youth agencies; and grassroots organizations. Two additional cross-cutting, systemwide models and manuals are designed for general community planning and mobilization. The program models have been reviewed by experts, and the technical assistance manuals are in the testing phase.

The manuals set forth steps for implementing the program models. Each manual emphasizes distinctive community context and organizational mission and provides criteria for selecting a specific combination of strategies appropriate to that community and that mission.

In each manual we emphasize mobilizing community interest, concern, and resources in a way that neither exaggerates or denies the problem but develops consensus among key actors on the nature, causes, and ways to deal with the youth gang problem.

For more information

The School of Social Service Administration at the University of Chicago has prepared a series of reports on the National Youth Gang Suppression and Intervention Program. The reports are available from the Juvenile Justice Clearinghouse, Box 6000, Rockville, MD 20850 (800-638-8736, or 301-251-5500 from Maryland and Metropolitan Washington, D.C.) for the cost of reproduction and mailing.

Irving R. Spergel is a professor in the School of Social Service Administration, University of Chicago, and principal investigator for the National Youth Gang Suppression and Intervention Program. Ronald L. Chance is the project director. G. David Curry is an associate professor in the Department of Sociology and Anthropology at West Virginia University.

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program Offices and Bureaus: the Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

NCJ 130917

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THE MONTH OF DECEMBER 1991.

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REMARKS

Attached, for your information, is a copy of the Office of Justice Programs' (OJP) Master Calendar of Activities for the month of December 1991.

If you need any additional information, please give me a call.

Attachment

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Patricia K. Howard *Patricia K. Howard*
Executive Assistant to the Assistant
Attorney General/OJP

Room No.—Bldg.

1300 - IND

Phone No.

307-5933

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DEPARTMENT OF JUSTICE
OFFICE OF JUSTICE PROGRAMS

MASTER CALENDAR

DATE	ORGANIZATION	PURPOSE	LOCATION	NAME
** FOR THE MONTH OF : December				
3-4	WORKSHOP ON SUBSTANCE ABUSE PREVENTION IN PUBLIC HOUSING.	MEETING	BALTIMORE MD	DORIS MACKENZIE (NIJ)
3-4	TO MEET OFFICIALS OF SAATCHI AND SAATCHI TO MONITOR THE PROGRESS OF DFB NATL CRIME PREVENTION CAMPAIGN	SITE VISIT	NEW YORK NY	MICHAEL DALICH (OC)
4-11	TO PROVIDE OPERATIONAL PRESENTATION OF THE SHOCAP PROCESS ESPECIALLY THE GANG COMPONENT FOR CONSIDERATION OF HAVING THE SHOCAP PROGRAM & GANG COMPONENT	PRESENTATION	OXNARD CA	DOUGLAS DODGE (JJ)
4-7	HARVARD EXECUTIVE SESSION ON COMMUNITY-ORIENTED POLICING	PARTICIPATE	BOSTON MA	CHARLES B. DEWITT (NIJ)
4-7	NATIONAL VICTIM CENTER SITE VISIT AND ATTEND TRAINING SEMINAR LEGAL REMEDIES FOR CRIME VICTIMS AGAINST PERPETRATORS: BASIC PRINCIPLES	SITE VISIT	SAN DIEGO CA USA	VICTORIA O'BRIEN (OVC)
5-7	SITE VISIT-HARVARD EXECUTIVE SESSION ON POLICING.	PARTICIPATE	BOSTON MA	JONATHAN BUDD (NIJ)
5-8	TO PROVIDE OVERSIGHT OF RETREAT HELD BY GRANTEE SUPER LEADERS WHERE NCJRS WILL BE DOCUMENTING THE PROGRAM TO PREPARE A MANUAL FOR REPLICATION	MEETING	FREDERICK MD	LOIS BROWN (JJ)
5-7	MID-YEAR MEETING OF THE CONF. OF STATE COURT ADMINISTRATORS.	PARTICIPATE	WILLIAMSBURG VA	BERNARD AUCHTER (NIJ)
7-12	TO PARTICIPATE IN THE CLUSTER CONFERENCE FOR PROJECTS FUNDED UNDER THE INCARCERATION OF MINORITIES PROGRAM	CONFERENCE	CHICAGO IL	DEBORAH WYSINGER (JJ)
3-14	TO PROVIDE AN OPERATIONAL PRESENTATION	PRESENTATION	OXNARD CA	LEONARD JOHNSON (JJ)

DEPARTMENT OF JUSTICE
OFFICE OF JUSTICE PROGRAMS

MASTER CALENDAR

DATE	ORGANIZATION	PURPOSE	LOCATION	NAME
	OF THE SHOCAP PROCESS, ESPECIALLY THE GANG COMPONENT FOR CONSIDERATION OF HAVING THE SHOCAP PROGRAM			
3-13	TO PROVIDE AN OPERATIONAL PRESENTATION OF THE SHOCAP PROCESS, ESPECIALLY THE GANG COMPONENT FOR CONSIDERATION OF HAVING THE SHOCAP PROGRAM	PRESENTATION	OXNARD CA	ROBERT HECK (JJ)
3-13	FINANCIAL MONITORING OF CHRI GRANT, JJ FORMULA, AND 2 NONPROFIT GRANTS IN WISCONSIN	SITE VISIT	MILWAUKEE WI	MICHELLE BUI (OC)
3-12	ALB. PLANNING COMMITTEE FOR INDIAN NATION GALLUP, NM--DEVELOP AGENDA WINDOW ROCK, AZ -- ASSIST IN MON. IMPLEMENT. GOALS	SITE VISITS	ALB./GALLUP/WR NM USA	MARTI E. SPEIGHTS (OVC)
3-12	ALB. - TO PARTICIPATE WITH PLANNING COM. FOR INDIAN NATION, WINDOW ROCK, AZ - TO ASSIST IN MON. IMP. GOALS	SITE VISIT	NM, AZ AZ USA	MARTI, H. SPEIGHTS (OVC)
3-11	ATTEND A PLANNING COMMITTEE FOR 4TH ANNUAL INDIAN NATION JUSTICE FOR VICTIMS OF CRIME CONF., ALBUQUERQUE, NEW MEXICO	SITE VISIT	ALBUQUERQUE NM USA	WILLIAM BRANTLEY (OVC)
3-11	ATTEND A PLANNING COMMITTEE MEETING FOR 4TH ANNUAL INDIAN NATION	SITE VISIT	ALBUQUERQUE NM USA	WILLIAM BRANTLEY (OVC)
9-11	TO ATTEND AN OPERATIONAL PRESENTATION OF THE SERIOUS HABITUAL OFFENDERS COMPREHENSIVE ACTION PROGRAM	PRESENTATION	OXNARD CA	ROBERT SWEET (JJ)
9-11	BJA/INOP CLUSTER CONFERENCE REGARDING NATIONAL EVALUATION.	SITE VISIT	TEMPE AZ	GEORGE SHOLLENBERGER (NLJ)
9-13	FINANCIAL MONITORING OF DRUG BLOCK, JJ FORMULA, AND VA PROGRAM IN GEORGIA	SITE VISIT	ATLANTA GA	RAY RICHARDSON (OC)
9-11	MONITOR AND OFFER	MONITORING	ST. PAUL MN	CAROLYN A. HIGHTOWER (OVC)

DEPARTMENT OF JUSTICE
OFFICE OF JUSTICE PROGRAMS

MASTER CALENDAR

DATE	ORGANIZATION	PURPOSE	LOCATION	NAME
9-11	TECHNICAL ASSISTANCE TO THE STATE OF MINNESOTA VOCA CRIME VICTIM ASSISTANCE PROGRAM. TO SITE VISIT AND PROVIDE TECHNICAL ASSISTANCE TO MINNESOTA'S VOCA VICTIM ASSISTANCE PROGRAM.	MONITORING	ST. PAUL MN	CYNTHIA H. DARLING (OVC)
10-13	COMMUNITY EPIDEMIOLOGY WORK GROUP ANNUAL CONFERENCE	PARTICIPANT	MIAMI FL	BERNARD A. GROPPER (NIJ)
12-12	CITIES IN SCHOOLS PARTNERSHIP PLAN, PHASE IV INTERAGENCY MEETING	MEETING		SHARIE CANTELON (JJ)
13-14	PRESENTATION ON OJJDP GANG PROGRAMS AT THE NAT'L YOUTH GANG SYMPOSIUM (SPONSORED BY BOYS & GIRLS CLUBS OF AMERICA)	PRESENTATION	ATLANTA, GA	ROBERT SWEET (JJ)
15-17	MONITOR APPA/CSG OFFENDER SUPERVISION AND RESTITUTION PROJECT. REVIEW APPS. SUBMITTED IN RESPONSE TO THEIR RFP ON SITE PARTICIPATION.	MONITORING TRIP	NEW YORK NY	SUSAN LAURENCE (OVC)
30-30	URINE TESTING OF JUVENILE DETAINEES - PHASE III - IDENTIFYING YOUTHS AT HIGH RISK OF FUTURE DELINQUENCY AND DRUG USE	PUBLICATION		BARBARA ALLEN-HAGEN (JJ)
31-31	EVALUATION OF FORMULA FUNDS-IAA	PUBLICATION		BARBARA ALLEN-HAGEN (JJ)

DEPARTMENT OF JUSTICE
EXECUTIVE SECRETARIAT CONTROL DATA SHEET

From: REGIER, GERALD P., ACTING DIRECTOR, BJA
To: AG. (THRU OJP/GURULE) ODD: NONE
Date Received: 12-05-91 Date Due: NONE Control #: X91120620252
Subject & Date

12-05-91 MEMO ATTACHING ADVANCE COPIES OF A BUREAU OF
JUSTICE ASSISTANCE (BJA) REPORT ENTITLED, "IMPLICATIONS OF
THE DRUG USE FORECASTING DATA FOR TASC PROGRAMS: FEMALE
ARRESTEES (MONOGRAPH)." ADVISES THAT THE DOCUMENTS WILL BE
MAILED BEGINNING ON DECEMBER 13, 1991, TO STATE OFFICES
ADMINISTERING THE ANTI-DRUG ABUSE ACT FORMULA GRANT
PROGRAM, STATE CORRECTIONS ADMINISTRATORS, STATE OFFICES OF
ALCOHOL AND DRUG ABUSE, PUBLIC AND PRIVATE TREATMENT **

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Remarks

** PROVIDERS, PROBATION AND PAROLE ADMINISTRATORS, TASC AND
OTHER CASE MANAGEMENT ADMINISTRATORS, FEDERAL, STATE AND
LOCAL DRUG CONTROL OFFICES.

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Dec 91



U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

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Office of the Director

Washington, D.C. 20531

EXECUTIVE SECRETARIAT

DEC 5 1991

MEMORANDUM TO: William P. Barr
Attorney General

THROUGH: Jimmy Gurulé *JPG for*
Assistant Attorney General
Office of Justice Programs

FROM: Gerald (Jerry) P. Reiser *Jerry Reiser*
Acting Director

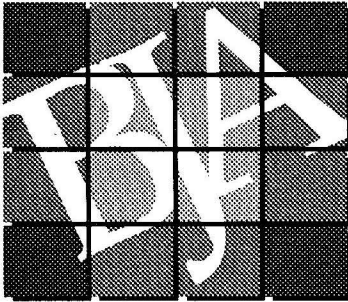
SUBJECT: Advance Notification of BJA Publication

Attached for your information are advance copies of *Implications of the Drug Use Forecasting Data for TASC Programs: Female Arrestees (Monograph)*, published by the Bureau of Justice Assistance. This document explores the correlation of female drug addiction to criminal activity. Most of the literature documenting this relationship between drugs and crime focuses on males. Yet, between 1985 and 1988, the number of women incarcerated in the nation's State and Federal prisons rose 41 percent. This document will be of particular interest to those providing treatment and reintegration services.

The document will be mailed beginning on December 13, 1991, to State offices administering the Anti-Drug Abuse Act Formula Grant Program, State corrections administrators, State Offices of Alcohol and Drug Abuse, public and private treatment providers, probation and parole administrators, TASC and other case management administrators, Federal, State and local Drug control offices.

If you have any questions about this document, please call me at 514-6278.

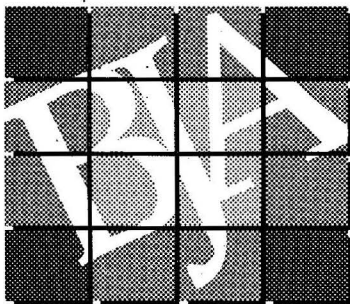
Attachments



Bureau of Justice Assistance

**Implications of the
Drug Use Forecasting
Data for TASC
Programs: Female
Arrestees**

MONOGRAPH



Bureau of Justice Assistance

Implications of the Drug Use Forecasting Data for TASC Programs: Female Arrestees

By: The National Consortium of TASC Programs

Report III: Third in a Series of Reports Funded
by the Bureau of Justice Assistance

MONOGRAPH

November 1991

NCJ 129671

U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

U.S. Department of Justice

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Bureau of Justice Assistance
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(202) 514-6278

The Assistant Attorney General, Office of Justice Programs, establishes the policies and priorities, and manages and coordinates the activities of the Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

ACKNOWLEDGMENTS

Several persons were instrumental in the development and preparation of this report. Among them were: James Swartz, Ph.D., the primary author and data analyst; Jane Verry, who contributed significantly to the analytical and contextual framework; Daphne Baille, who edited the report; and Vanna Praseutsack, who was responsible for word processing and document preparation. Thanks also to Ken Thornburg who oversees the project work at Illinois TASC and Amanda Carballo who supports it in Birmingham.

We appreciate the assistance and input of Eric Wish, Ph.D.; and Joyce O'Neil at the National Institute of Justice, who provided us invaluable feedback as we prepared this report.

We are grateful to Jody Forman of the Bureau of Justice Assistance who has been the grant monitor for this project. Her comments on various drafts of the monograph have been valuable in producing this report.

L. Foster Cook
Project Director
Immediate Past President
National Consortium of TASC Programs



U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

I am pleased to present this special report monograph analyzing the implications of data on female arrestees, gathered from the Drug Use Forecasting (DUF) system, for Treatment Alternatives to Street Crime (TASC) programs. This monograph adds to our substantial efforts to improve the case management of drug dependent offenders released into the community.

Most of the literature documenting the relationship between drugs and crime focuses on males. Yet, the relative rise in the rate of arrest and incarceration among females is troubling. Between 1985 and 1988, the number of women incarcerated in the nation's State and Federal prisons rose 41 percent. A 1988 report from the National Institute of Justice noted that female arrestees are more likely than men to test positive for illicit drugs.

This monograph should be of particular interest to those involved in providing treatment and reintegration services. For example, the monograph points to studies which show that "women with the most intense drug use tend to commit misdemeanor crimes, not felonies, and may therefore be less likely to be referred to TASC programs." The monograph goes on to suggest that many severely addicted women are going untreated because it is more difficult to find, and reach, them.

If these trends are indicative of future patterns, it is essential that more information about the circumstances surrounding female drug use and criminality be available to criminal justice officials. This monograph represents another step in that direction.

Sincerely,

Gerald (Jerry) P. Regier
Acting Director

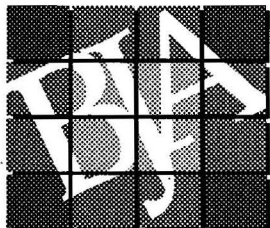


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EXECUTIVE SUMMARY

In the past several years, public attention has focused on the well-documented relationship between drug use and crime. However, the majority of the literature discusses this relationship only with respect to a male population. Although there is a clear correlation between female addiction and criminal activity, most studies have excluded female samples until recently.

Between 1985 and 1988 the number of women incarcerated in the Nation's State and Federal prisons rose 41%. In a 1988 report released by the National Institute of Justice, it was noted that women arrestees are more likely than men to test positive for drugs in general, and women are specifically more likely to test positive for cocaine or heroin. If these trends are indicative of future patterns, it is essential that the substance abuse field understand the unique circumstances surrounding female addiction and criminality.

As part of an ongoing research effort on the issue of criminality and addiction, a series of reports has been prepared by the National Consortium of TASC (Treatment Alternatives to Street Crime) Programs. These reports address a number of facets of the drug/crime problem through the analysis of data collected by TASC programs participating in the Drug Use Forecasting project (DUF). The present paper focuses exclusively on female offenders who use drugs, and discusses the treatment implications of these findings. The data¹ used in the report were obtained in 1988 and 1989 from DUF interviews and urinalyses of 745 women in Birmingham, Chicago, Phoenix, and Portland.

A number of characteristics emerge when studying the drug use and criminality of women. As with their

male counterparts, many addicted females engage in a variety of offenses including drug sale and possession, forgery, shoplifting, and larceny. Moreover, women are also motivated to commit crimes to obtain at least partial support for their addictions. With respect to specific drug use, it appears that women abuse a variety of drugs, and have generally been initiated into the "drug world" by their addicted male partners. In addition, while men may experiment with a drug before becoming addicted, women may be immediately inducted into an addicted subculture. Thus, women who do try drugs, particularly heroin, are more likely than men to develop an addiction.

Demographic and Arrest Data. The women's demographic and arrest data should be considered when developing treatment regimens. First, there are two categories among the female arrestees studied: an older group of white females who commit misdemeanor crimes and abuse opiates, and a younger group consisting predominantly of single minority women who use cocaine and tend to commit felonious crimes. Second, the women with the most intense drug use tend to commit misdemeanor crimes, not felonies, and may therefore be less likely to be referred to TASC programs. There may be a need to explore ways of reaching these addicted women whose crimes may be less severe, but who need help nonetheless. Third, the majority of these women are either single, separated, or divorced; are unemployed; and may have primary responsibility for children. As with male arrestees, they have multiple needs outside of drug abuse treatment, such as education, job training, and child care.

Drug Use Data. The urinalyses, self-report data, and comparative analyses of drug use suggest several treatment implications for TASC programs. First, the data show that cocaine use is the most widespread problem in arrestees. However, the addictive potential of heroin for women may be higher than for men (or, at least, women are more willing to admit their addictions than men). In either case, there is little doubt that the drug abuse problem with female

¹ Of course, these data must be viewed with caution as they could simply mean that women were more likely to admit that they had injected drugs than men. The issue of the validity of the DUF data, covered in the previous report, leaves this an open question for now. Nevertheless, the results are in the expected direction and invite the possibility of further research.

arrestees is at least as severe as it is with men. Also, although the actual number of women arrested for crimes is less than men, their need for treatment is the same.

AIDS Risk. An important difference between the female and male drug user is the degree to which their substance abuse represents a significant AIDS risk. The Centers for Disease Control reports that intravenous drug use has been associated with the majority of AIDS cases among women. While male addicts run a substantial risk for contracting AIDS, women are in even greater danger for several reasons: 1) women are more inclined to live with an addicted partner and to share their drug paraphernalia (often with their addicted partners) than men; 2) addicted women have a greater tendency to engage in sex with multiple partners, at least some of whom are IV drug users, as a means of bartering for drugs; and 3) women who abuse drugs are at higher risk for HIV infection because of their susceptibility to other diseases such as gonorrhea, chlamydia, and herpes.

Therefore, treatment of the female drug abuser who injects drugs must address this issue and determine why she continues this practice in the face of overwhelming evidence that it places her at an extreme risk for HIV infection. Alternatively, if it is found that female addicts are not receiving basic information about AIDS risk, then such an education must become a routine part of treatment programs.

This brief discussion of the issues surrounding female addiction underscores the need for additional research focused on the specific problems of this population. Although addicted women share many characteristics with their male counterparts, they are a unique group with a distinct set of issues. These differences can be most pronounced within the substance abuse treatment setting where a world predicated largely on the needs of male addicts has failed to accommodate the requirements of female substance abusers.

INTRODUCTION

A significant part of the intense concern about drug use and its effects on American society has been generated by the well-documented relationship between drug use and criminality (cf. Clayton, 1981; Gandossy, 1980; Greenburg and Adler, 1974; Inciardi, 1986; RTI, 1976; Wish and Johnson, 1986). However, the majority of the literature discusses this relationship only with respect to a male population. Minimal research attention has been given to the connection between drug use and crime among women (Inciardi and Pottieger, 1986). Although there is a clear correlation between female addiction and criminal activity, most of the literature excludes female samples (Inciardi, Pottieger, and Faupel, 1982; James, Gosh, and Wohl, 1979). Recently, however, increases in numbers, the diversity and amount of crimes committed, the severity of their addictions, and a uniquely higher risk for AIDS are all reasons why more research attention should be focused on addicted female offenders.

Between 1985 and 1988 the number of women incarcerated in the Nation's State and Federal prisons rose 41% (O'Connor, 1989). Further, arrests of women for violent crime rose nearly 29% between 1984 and 1988. In a 1989 report released by the National Institute of Justice, it was noted that women arrestees are more likely than men to test positive for *any* drug, and when considering specific drugs, more likely to test positive for cocaine or heroin (NIJ, 1989). If these trends are indicative of future patterns, it is essential that the substance abuse field understand the unique circumstances surrounding female addiction and criminality.

In the public mind, prostitution has traditionally been the crime most readily associated with addicted female offenders. Studies of this relationship, however, imply a more diverse criminal profile. For example, a study of female arrestees addicted to narcotics identified four subgroups: 1) prostitutes/criminals: females who are prostitutes and commit serious crimes; 2) prostitutes: prostitutes without a history of serious crimes; 3) criminals: females with a

history of crime but who are not prostitutes; and 4) bag followers: women who are not prostitutes and who commit only minor offenses (File, McCahill, and Savitz, 1974). More recent research suggests that there is no readily apparent typology of criminal behavior applicable to the addicted female offender and that addicted women commit as much and sometimes more crime than men (Anglin, Hser, and McGlothlin, 1987; Inciardi, Pottieger, and Faupel, 1982).

As with their male counterparts, many addicted females engage in a variety of offenses, including drug sale and possession, forgery, shoplifting, and larceny (Datesman, 1981; Miller, 1981). Moreover, women are also motivated to commit crimes to obtain at least partial support for their addictions. In a study of four groups of women (addicts, prostitute-addicts, prostitutes, and female offenders), all four groups reported drug costs as a major percentage of their monthly expenses (James, Gosh, and Wohl, 1979). The commonality of these women's crimes was the speed at which they produced a cash return; drug sales, prostitution, larceny, and forgery all provide money immediately that can then be turned around quickly for a drug purchase.

It now appears that women are also more diverse in their drug use than was previously suspected. Although some studies found women to be more likely to choose psychotherapeutic or prescription drugs rather than illicit drugs, other research has indicated that this has changed. For instance, in one study, there were only minor differences in drug use patterns of men and women entering treatment programs (Moise, Reed, and Ryan, 1982). Another study found that polydrug use seems to be the primary pattern for both men and women (Inciardi, Pottieger, and Faupel, 1982).

The issue is further complicated by the drug use history and pattern of these women. A frequently repeated finding is that women are generally initiated into the drug world by their addicted male partners

(e.g., Anglin, Hser, and McGlothlin, 1987; Prather and Fidell, 1978; Rosenbaum, 1981; Suffet and Brotman, 1976). This sequence is important because while men may experiment with a drug before becoming addicted, women may be immediately inducted into an addicted subculture (Rosenbaum, 1981). Thus, for those women who try drugs, particularly heroin, there is a higher chance that they will develop an addiction compared to men (Rosenbaum, 1981; Ellinwood, Smith, and Vaillant, 1966).

Another important difference between the female and male drug user is the degree to which their substance abuse represents a significant AIDS risk. The Centers for Disease Control (CDC) reports that IV drug use has been associated with the majority of AIDS cases among women (Koonin, et al., 1989). While male addicts run a substantial risk of contracting AIDS, women are in even greater danger for several reasons:

- Women are more inclined to live with an addicted partner and to share their drug paraphernalia (often with their addicted partners) than men (Hser, Anglin, and McGlothlin, 1987). One study found that only one-third of the women sampled had ever shot heroin alone, while three-fourths of the men had done so (Rosenbaum, 1981).
- Addicted women have a greater tendency to engage in sex with multiple partners, at least some of whom are IV drug users, either as a direct or an indirect (prostitution) means of bartering for drugs (*Drug Abuse Report*, 1987). The intimate contact with higher numbers of people who are at risk for, or already have, AIDS places female addicts at greater risk than men. (See Des Jarlais, et al., 1987 for a discussion of AIDS risk factors in women and some qualifications detailed.) Impulse-driven sexual promiscuity, as a part of the drug subculture and as an economic prop for drug addiction, has also been associated with cocaine use, particularly crack cocaine (Morningstar and Chitwood, 1987).
- Finally, women who abuse drugs are also more likely to have cofactors associated with HIV infection (*Drug Abuse Report*, 1987). These include abscesses, hepatitis, endocarditis, gonorrhea, trichomonas, chlamydia, and

herpes, all of which are related to the drug use and sexual practices of addicted women. In effect, addicted women are also at higher risk for HIV infection because of their susceptibility to other diseases.

The increased risk for AIDS among women who use IV drugs and/or cocaine has begun to manifest itself in some rather grim statistics. In the most recent report issued by the CDC, 1989 saw an 11% increase over 1988 in new cases of AIDS for females (*Chicago Tribune*, February 5, 1990). Additionally, the number of heterosexual contact cases rose by 27% from the previous year's figures. These increases occurred at a time when the rate of new AIDS cases was dropping for the largest groups at risk, homosexual and bisexual men.

Although not addressed in this report, babies born to addicted women are another casualty. In the same 1989 CDC report, it was noted that 547 cases of AIDS transmission from mothers to newborns occurred, an increase of 17% over 1988 figures. The phenomenon of "cocaine babies" has become well-documented by the popular press. Born premature, underweight, and with undeveloped nervous systems, the damage to these children appears to be long-term and costly. Some of the first cocaine babies are now of school age, and first reports show that they continue to cognitively lag behind their peers, are irritable and impulsive, and have short attention spans. Over time, the cost to the educational system and to society may prove to be enormous.

This brief discussion of the issues surrounding female addiction underscores the need for additional research focused on the specific problems of this population. Although addicted women share many characteristics with their male counterparts, they are a unique group with a distinct set of issues. Their role in society has been historically different from men and, to a certain extent, their functioning in the deviant drug subculture reflects this same social disparity (Cuskey, Premkumar, and Sigel, 1972; Rosenbaum, 1981). As will be discussed later, these differences can be most pronounced within the substance abuse treatment setting where a world predicated largely on the needs of male addicts has failed to accommodate the requirements of female substance abusers (Cuskey, Berger, and Densen-Gerber, 1977; Waterson and Ettore, 1989).

As part of an ongoing research effort into the issue of criminality and addiction, a series of reports has been prepared by the National Consortium of Treatment Alternatives to Street Crime Programs (NCTP). These reports address a number of facets of the drug-crime problem through the analysis of data collected by TASC programs participating in the Drug Use Forecasting (DUF) project. In previous reports, these data have provided a springboard for discussing issues of concern to TASC and TASC-like programs.

The first NCTP report presented a broad overview of the DUF data gathered by TASC programs, and discussed the ways in which TASC programs were using the data to expand and deepen public awareness about the drug problem in both their communities and the country. The second report provided a more detailed examination of the socioeconomic and demographic patterns of drug use among male arrestees at four sites where the DUF project is administered by TASC programs. The treatment implications of the DUF data for males were discussed from multiple perspectives.

The present paper focuses exclusively on female offenders who use drugs and discusses the treatment implications of their DUF data for TASC programs in four general areas: demographics, arrest charges,

drug use, and treatment. As with the previous study, regional variations and the characteristics of female offenders who use cocaine and/or heroin will be noted within each section. Where relevant, the DUF data of female and male arrestees will be compared.

Two additional topics will be covered to address some of the unique issues and needs confronting addicted female offenders and the agencies that aim to help them. One section will be devoted to analyzing the behavior patterns of female offenders that place them at increased risk for AIDS: IV drug use and sex with multiple partners. Finally, as a way of augmenting the data obtained through the DUF project, a small informal field survey of a few TASC treatment providers was conducted to ascertain in an anecdotal fashion some of the general issues surrounding the provision of treatment to female substance abusers. The results of this survey are included as an adjunct to the treatment issues section in an attempt to provide a look at the day-to-day problems treatment providers face in caring for addicted women.

Prior to presenting the data, brief descriptions of the DUF project and TASC are provided. These descriptions will serve as a general framework for interpreting the data.

DESCRIPTION OF THE DUF PROJECT AND TASC PROGRAMS

The Drug Use Forecasting (DUF) Project

In early 1987, the National Institute of Justice (NIJ), in cooperation with the Bureau of Justice Assistance, implemented a national data system for tracking drug use trends in the arrestee population. The DUF system, currently operational in 24 cities, is an outgrowth of the pretrial services program in Washington, D.C., and the Manhattan Project, both of which pioneered regular urine testing to determine drug usage in arrestees. It involves the quarterly collection of information via administration of structured questionnaires and urine specimens from anonymous arrestee volunteers. The questionnaire data cover the areas of basic demographics, self-reported current and past use of drugs, substance abuse treatment history, current top charge at arrest, and AIDS risk behaviors such as needle sharing. At all but two sites (where local labs are utilized), urine specimens are sent to a common laboratory where they are uniformly analyzed through EMIT testing technology for the presence of 10 drugs. Additional gas chromatography testing is used to confirm a positive EMIT test result for amphetamines.

Results of the urinalyses and the self-report data are compiled quarterly and distributed to the participating cities. The information is then used to forecast national drug use trends and to aid city officials in allocating law enforcement, drug treatment, and prevention resources. DUF data² have substantiated earlier research that a high percentage of arrestees test positive for drug use, and, further, that drug use among the arrestee population is even higher than originally believed.

² See note 1.

The Treatment Alternatives to Street Crime (TASC) Program

The TASC program was created in 1972 through the mutual efforts of the White House Special Action Office for Drug Abuse, the National Institute on Drug Abuse, and the Law Enforcement Assistance Administration. The mission of TASC is to reduce the criminality of drug-dependent offenders by maximizing the rehabilitative aspects of both substance abuse treatment and the criminal justice system. TASC realizes this mission by functioning as a bridge between the criminal justice system, with its concern for community safety and legal sanctions, and the substance abuse treatment system, with its concern for therapeutic relationships and the alteration of individual behavior. Through the TASC program, drug-dependent offenders are identified, matched with appropriate treatment resources, and compelled to comply with the justice system and the treatment provider under a distinctive case management plan. There are currently 168 programs at 130 sites (some sites have both adult and juvenile programs) in 22 States and 1 territory.

The National Consortium of TASC Programs is an association of TASC programs and those interested in the TASC concept. The purpose of NCTP is to promote the exchange of ideas, information, and research concerning TASC. In addition, NCTP has recently helped in the development of a broad profile of TASC clients and TASC programs through a cooperative agreement with the Bureau of Justice Assistance (BJA). Baseline data for this project were collected from 60% of all TASC programs, and a

summary report of the findings was issued with the assistance and funding of BJA.

Coordinated by NCTP, there are currently four cities where TASC programs are responsible for the collection of DUF data: Birmingham, Chicago, Phoenix, and Portland. The information gathered from these sites has been used extensively to educate the public on the extent of drug use among arrestees and to advocate increased case management and treatment resources. This information has also been employed to recommend intervention systems at additional points in the criminal justice and corrections continuum.

SAMPLE COMPOSITION, DEMOGRAPHICS, AND ARREST DATA

Sample Composition

The procedure for obtaining DUF data has been described in detail in the second report (NCTP 1989). Briefly, questionnaire data from participating sites are gathered quarterly and then merged with each site's urinalysis results into SPSS system files. The files containing the merged data are then archived and placed on an electronic bulletin board system (PROCONF) where they are accessible for downloading by authorized users.

The data used in this report were obtained from recent multiple administrations of the DUF project at each of the four participating TASC programs. A detailed listing of the four sites and the collection periods used are shown in table 1. Except for Chicago, data were collected during 1988 and 1989. In Chicago, because of problems with gathering information from females, data were not available for 1989. The 10 files (1 per site per collection period) were downloaded from PROCONF and merged into a single file resulting in a sample of 745 cases. The

composition of the sample with regard to the individual site contribution is shown in table 2. As can be seen, the final sample was overrepresentative of Phoenix arrestees and underrepresentative of arrestees in Chicago. This bias should be considered in weighing the findings, as regional differences in demographics and drug use have been found with male arrestees (NCTP, 1989).

Unlike the previous study of male felony offenders, this study utilized the data for all female arrestees, both felons and misdemeanants. There were two reasons for this difference: First, females are sampled in smaller numbers at each site in a ratio of about 1 female to every 5 males. The result is that the beginning sample sizes for female arrestees are much smaller. Thus, the data for misdemeanants were included in order to maximize the number of subjects and obtain a large enough N for meaningful analyses. Second, preliminary analyses of the data showed that the majority of arrests for prostitution were classified as misdemeanors. The exclusion of misdemeanants from the sample would therefore

Table 1
Collection Periods for Sample Data by Site

Site	Collection Periods	
	Month	Year
Birmingham	December	1988
	July	1988
	April	1989
Chicago	January	1988
	April	1988
Phoenix	January	1988
	April	1988
	March	1989
Portland	April	1988
	June	1989

Table 2
Summary of Original and Felony Sample Sizes by Site

Site	Collection Sample		Felony Sample	
	N	%	N	%
Birmingham	156	20.9	141	34.8
Chicago	65	8.7	36	8.9
Phoenix	315	42.3	129	31.9
Portland	209	28.1	99	24.4
Composite Sample Totals	745		405	

have resulted in the loss of most of the information on those subjects. Since prostitution has both historical and current significance (i.e., AIDS risk), there was added importance in examining the available information on subjects arrested for prostitution.

Of equal importance, however, was the desire to compare the DUF data for women with the data for men who were exclusively felons (NCTP, 1989). To allow for such a comparison, a subgroup of female offenders consisting of 405 felons was created from the original sample (see table 2). This second group was then used in all the comparative analyses.³

Demographics

Basic demographic information for the sample is shown in table 3.⁴ The majority of subjects were white (51.3%), with blacks comprising the next largest group at about 36% of the sample. The modal female arrestee was between 26 and 30 years of age with approximately 60% of the sample between 21 and 30 years of age. Most subjects were unmarried and reported their marital status as either single (47%) or separated/divorced (29%). Like the men (NCTP, 1989), most of the women were unemployed (42%) at the time of their arrest. Just over half the sample were arrested for felony crimes (54%).

The summary statistics on race mask some fairly significant regional differences, however. Over two-thirds of the subjects in Chicago (74%) and Birmingham (67%) were black, and less than one-third were white. The reverse was true in Phoenix and Portland, where whites were in the majority with blacks representing less than one-third of the subjects. Fewer differences were apparent in terms

of age, marital status, and employment. Portland had a larger number of young female offenders who fell into the age group of 15 to 20 years, while in Chicago, a larger number of the arrestees were single. Greater proportions of subjects in Chicago (55%) and Phoenix (51%) were unemployed while Birmingham (12%) had a relatively large number of subjects who were on welfare or Supplementary Security Income at the time of their arrest. In addition, Birmingham deviated significantly from the distribution of felons to misdemeanants with just over 90% of their subjects arrested for a felony offense.

As noted, arrestees who use cocaine and/or opiates are of special interest to TASC programs. They are also of concern to criminal justice agencies because of the high rates of crime that accompany addiction to cocaine and heroin (Anglin, Hser, and McGlothlin, 1987; Inciardi, Pottieger, and Faupel, 1982; Inciardi, 1986). To determine the demographic characteristics of female arrestees likely to be regular users of these drugs, subjects were divided into three groups depending upon whether they tested positive for cocaine or opiates and whether they admitted having a dependence on these drugs at the time of arrest.⁵ The three groups consisted of 1) **No Active Use**—those subjects who tested negative for both drugs and denied a current dependence on both (N = 313); 2) **Active Use of Cocaine**—those subjects who either tested positive for cocaine and/or admitted a cocaine dependence but *did not* test positive for or admit a dependence on opiates (N = 287); and 3) **Active Use of Opiates and/or Cocaine**—those subjects who tested positive for, or admitted a dependence on opiates either in lieu of or in conjunction with cocaine use/dependence (N = 145). As with previous reports based on the DUF data, the majority of subjects (70%) who tested positive for the presence of opiates also tested positive for cocaine (NIJ, 1990).⁶ The demographic figures broken out by these three groups are shown in table 4.

³ For many of the variables analyzed, some subjects had missing data. Therefore, in all the graphs and in tables where a missing data category is not explicitly listed, the N of subjects given represents the number of valid cases. Obviously, where there are missing data, this number will be less than the total number of possible cases.

⁴ Preliminary analysis revealed a large number of missing data for the variable of education level; almost half the subjects did not have information for this measure. This appears to be due to a problem with administration and to some changes with the DUF questionnaire during 1989. Though there is no reason to believe that these problems resulted in a systematic biasing of the data, the large number of missing cases and the increased potential for erroneous results precluded the inclusion of this variable.

⁵ A subject was considered dependent on heroin if she admitted a current dependence on any form of the drug including black tar heroin. Similarly, if subjects stated they were dependent on crack at the time of arrest, this was taken as an indication of a cocaine dependence.

⁶ In the study of male DUF offenders, four groups of subjects were created: the same as the three for this study and a fourth that included opiate users who were not found to be using cocaine. With this sample, however, too few subjects fell into this group to warrant its inclusion. Their data were simply collected with the data from subjects found to be using both opiates and cocaine.

Table 3
Female DUF Offender Demographics by Site

	<u>Site</u>									
	<u>Birmingham</u>		<u>Chicago</u>		<u>Phoenix</u>		<u>Portland</u>		<u>Totals</u>	
	N	%	N	%	N	%	N	%	N	%
Race										
Black	104	66.7	48	73.8	54	17.1	61	29.2	267	35.8
White	51	32.7	12	18.5	185	58.7	134	64.1	382	51.3
Spanish Speaking	0	0.0	4	6.2	45	14.3	4	1.9	53	7.1
Other	1	0.6	1	1.5	30	9.5	10	4.8	42	5.6
Missing Data	0	0.0	0	0.0	1	0.3	0	0.0	1	0.1
Age (In Years)										
15-20	10	6.4	7	10.8	31	9.8	33	15.8	81	10.9
21-25	43	27.6	16	24.6	93	29.5	45	21.5	197	26.4
26-30	48	30.8	24	36.9	85	27.0	57	27.3	214	28.7
31-35	31	19.9	11	16.9	55	17.5	42	20.1	139	18.7
36+	24	15.4	7	10.8	51	16.2	30	14.4	112	15.0
Missing Data	0	0.0	0	0.0	0	0.0	2	1.0	2	0.3
Marital Status										
Single, Never Married	72	46.2	45	69.2	133	42.2	97	46.4	347	46.6
Married	30	19.2	6	9.2	63	20.0	22	10.5	121	16.2
Separated, Divorced	42	26.9	10	15.4	101	32.1	62	29.7	215	28.9
Living Common Law	6	3.8	4	6.2	9	2.9	20	9.6	39	5.2
Widowed	6	3.8	0	0.0	7	2.2	8	3.8	21	2.8
Missing Data	0	0.0	0	0.0	2	0.6	0	0.0	2	0.3
Employment										
Full Time	39	25.0	16	24.6	93	29.5	33	15.8	181	24.3
Part Time	20	12.8	6	9.2	23	7.3	22	10.5	71	9.5
Odd Jobs	6	3.8	0	0.0	8	2.5	10	4.8	24	3.2
Mainly in School	3	1.9	3	4.6	7	2.2	2	1.0	15	2.0
Housewife*	8	5.1	3	4.6	10	3.2	12	5.7	33	4.4
Welfare, SSI*	19	12.2	0	0.0	11	3.5	17	8.1	47	6.3
Unemployed	43	27.6	36	55.4	160	50.8	71	34.0	310	41.6
In Jail or Prison	1	0.6	0	0.0	0	0.0	5	2.4	6	0.8
Other	16	10.3	1	1.5	3	1.0	37	17.7	57	7.7
Missing Data	1	0.6	0	0.0	0	0.0	0	0.0	1	0.1
Charge Class										
Misdemeanor	12	7.7	26	40.0	186	59.0	107	51.2	331	44.4
Felony	141	90.4	36	55.4	129	41.0	99	47.4	405	54.4
Missing Data	3	1.9	3	4.6	0	0.0	3	1.4	9	1.2
Total	156	20.9	65	8.7	315	42.3	209	28.1	745	100.0
*These two categories were added to later versions of the DUF questionnaire and were not available as options to all the subjects interviewed. Therefore, the percentages in these categories may be lower than the actual sample rates.										

Inspection of table 4 reveals a number of differences between the three groups that are potentially interesting from a treatment perspective. The literature on cocaine use suggests that it has infiltrated minorities in a way that no other drug has, even heroin (Massing, 1989), and the data here support that. The highest percentages of black (49.5%) and Hispanic (8.4 %) subjects were in the cocaine group. On the other hand, whites were overrepresented in the group with No Active Use (58%) or with the group actively using opiates (63%). Cocaine users were also younger than opiate users; nearly 41% of the female cocaine users are 25 years of age or younger while only 17% of the opiate users fell into this same age range. Similarly, arrestees using cocaine were much more likely to be single (56%) than their opiate-using peers (31%). As a consequence, fewer subjects actively using cocaine reported being employed as housewives than in the other two groups. Employment showed an inverse relationship to intensifying drug use; opiate users are the least likely to be employed full time, while the No Active Use group had the highest rate of fully employed subjects. These findings are consistent with those from the study of male subjects (NCTP, 1989).

In general then, in terms of their demographics, the female cocaine users were most similar to the subjects in the No Active Use group while the opiate users were distinct. This generalization carries through to Charge Class, where the opiate users had a higher proportion of misdemeanants, whereas the reverse was true for the other two groups. What these data suggest is that female offenders who use drugs fall into two distinct groups: The first is comprised largely of young, single minority women who use cocaine and tend to commit more serious crimes. The second group consists of older women who use both opiates and cocaine. These women are mainly white, commit less serious offenses, and tend to be either married or divorced.

Arrest Data

The arrest data for the entire sample are shown in figure 1, which includes separate analyses of the top 10 felony and misdemeanor arrest charges. The most frequent charge was larceny theft occurring in about one-fourth of the subjects. This was followed by prostitution (15%), and drug possession (12%). The majority of crimes committed, however, were

property-related. The profiles of the top 10 arrest charges for felons and misdemeanants were somewhat distinct especially for the top arrest charge. For females arrested on a felony, drug possession was the most common charge. Females convicted of a misdemeanor were most often arrested for prostitution. Almost one-third of the misdemeanor arrests were for this charge. Thus, previous reports that may have appeared to conflict are true: women are committing a wide variety of crimes, but prostitution continues to be a common activity.

Figure 2 represents the chart of the top 10 female felony arrest charges along with a chart showing the top 10 male felony arrest charges from the previous report. These charts highlight the fact that, similar to men, females are involved with committing a wide spectrum of crimes. Drug possession was the top charge for both groups and occurred at similar rates. In fact, the most striking aspect about the two profiles is how similar they are. Except for some small differences in order, men and women commit the same crimes. The only exceptions to this are that men are more likely to commit robbery and burglary, while women more often commit forgery.⁷

TASC and Treatment Implications

The DUF demographic and arrest data just presented suggest the following treatment implications:

- Drug use among female offenders seems to divide along two demographic lines: an older group of white females who commit misdemeanor crimes and abuse opiates, and a younger group consisting predominantly of single minority women who use cocaine and tend to commit felonious crimes. TASC and other treatment programs need to be aware of these two populations and be able to provide

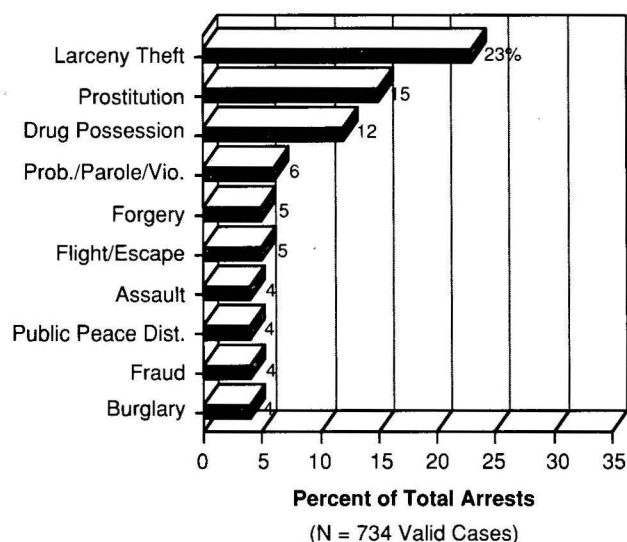
⁷ The comparative results for arrest data must be interpreted with some caution, however. Male subjects are undersampled for drug-related charges, while no such sampling strategy applies to women. This is because the smaller number of female offenders mitigates any further reduction through selective sampling. Therefore, it is possible that the sample figures do not accurately represent the population arrest data. The male population of arrestees may actually have a higher percentage of arrests for drug-related offenses and, consequently, lower percentages for the other crime categories.

Table 4
Female DUF Offender Demographics by Detected or Self-Reported Drug Use

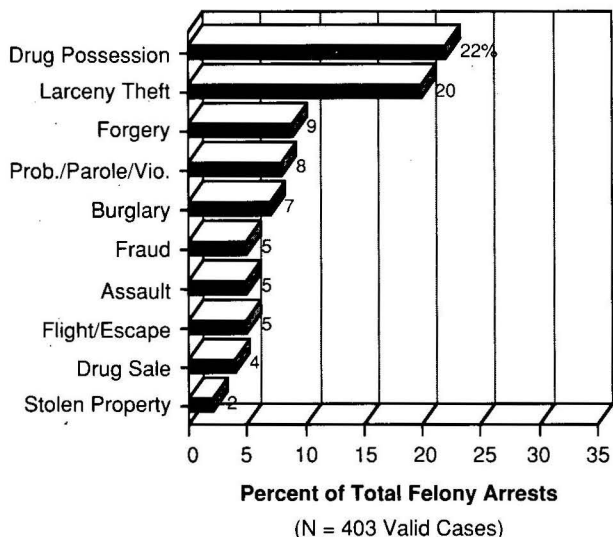
	No Active Use		Active Use of Cocaine		Active Use of Opiates and/or Cocaine		Totals	
	N	%	N	%	N	%	N	%
Race								
Black	88	28.1	142	49.5	37	25.5	267	35.8
White	181	57.8	109	38.0	92	63.4	382	51.3
Spanish Speaking	20	6.4	24	8.4	9	6.2	53	7.1
Other	23	7.3	12	4.2	7	4.8	42	5.6
Missing Data	1	0.3	0	0.0	0	0.0	1	0.1
Age (In Years)								
15-20	45	14.4	31	10.8	5	3.4	81	10.9
21-25	91	29.1	86	30.0	20	13.8	197	26.4
26-30	71	22.7	93	32.4	50	34.5	214	28.7
31-35	51	16.3	46	16.0	42	29.0	139	18.7
36+	53	16.9	31	10.8	28	19.3	112	15.0
Missing Data	2	0.6	0	0.0	0	0.0	2	0.3
Marital Status								
Single, Never Married	141	45.0	161	56.1	45	31.0	347	46.6
Married	62	19.8	27	9.4	32	22.1	121	16.2
Separated, Divorced	83	26.5	79	27.5	53	36.6	215	28.9
Living Common Law	17	5.4	14	4.9	8	5.5	39	5.2
Widowed	9	2.9	5	1.7	7	4.8	21	2.8
Missing Data	2	0.6	1	0.3	0	0.0	3	0.4
Employment								
Full Time	95	30.4	65	22.6	21	14.5	181	24.3
Part Time	31	9.9	24	8.4	16	11.0	71	9.5
Odd Jobs	11	3.5	6	2.1	7	4.8	24	3.2
Mainly in School	9	2.9	5	1.7	1	0.7	15	2.0
Housewife	16	5.1	6	2.1	11	7.6	33	4.4
Welfare, SSI	22	7.0	19	6.6	6	4.1	47	6.3
Unemployed	115	36.7	129	44.9	66	45.5	310	41.6
In Jail or Prison	1	0.3	4	1.4	1	0.7	6	0.8
Other	13	4.2	29	10.1	15	10.3	57	7.7
Missing Data	0	0.0	0	0.0	1	0.7	1	0.1
Charge Class								
Misdemeanor	135	43.1	123	42.9	73	50.3	331	44.4
Felony	175	55.9	158	55.1	72	49.7	405	54.4
Missing Data	3	1.0	6	2.1	0	0.0	9	1.2
Total	313	42.0	287	38.5	145	19.5	745	100.0

Figure 1
Female DUF Offender Arrest Charges

Top 10 Arrest Charges



Female DUF Offenders



Top 10 Misdemeanor Arrests

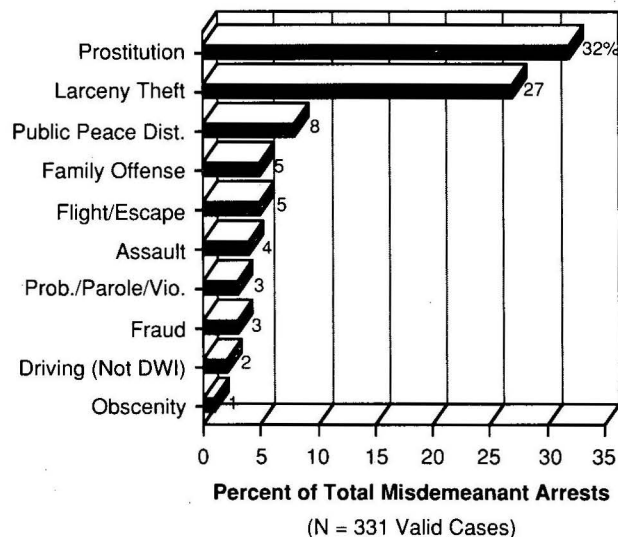
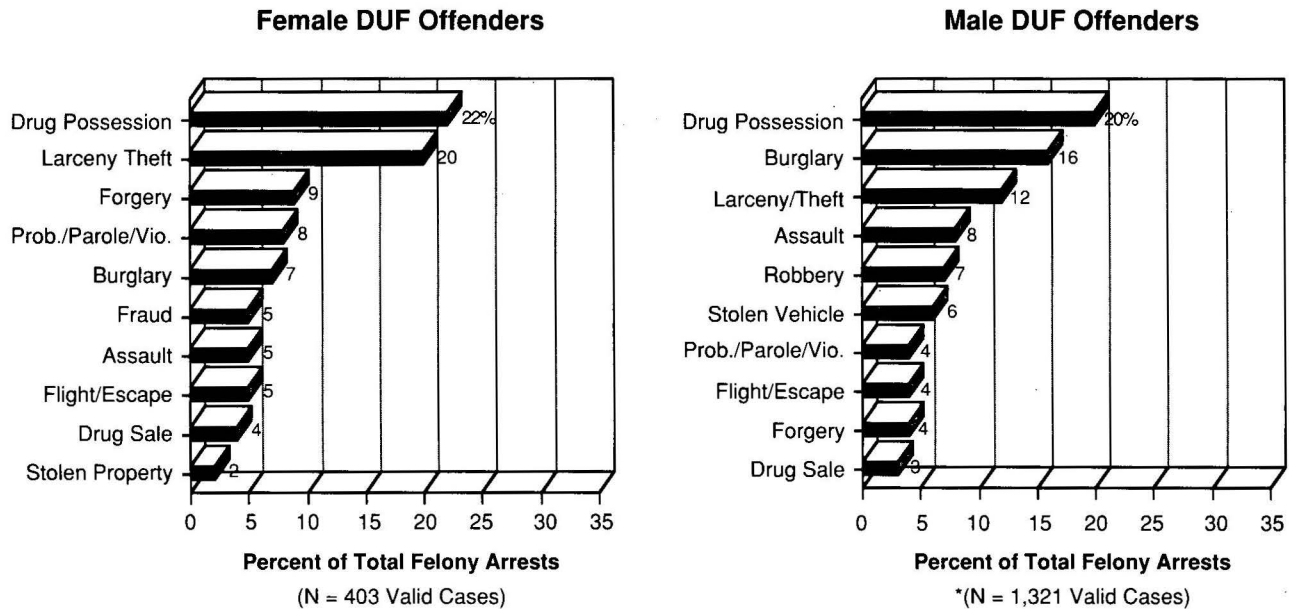


Figure 2
A Comparison of the Top 10 Felony Arrest Charges
for Females and Males



*Male figures based on data analyzed in the second report (see NCTP, 1989).

appropriate services tuned to the needs of each group. Further work is needed to determine how these groups differ in their response to treatment, treatment needs, and how treatment can be made more effective. Indications from other studies are that the group of cocaine users may be the most difficult to engage in treatment programs (Gawin and Kleber, 1988).

- Ironically, the fact that the group with the most intense drug use (concurrent opiate and cocaine use) tends to commit misdemeanor crimes means that it may be less liable to be referred to TASC programs. There may be a need to explore ways of reaching these women who do not commit felonies as often as other female offenders, yet still have a serious drug problem and are in need of help.
- The majority of these women are either single or separated/divorced and are unemployed.

Although the DUF data do not provide information on dependents, the clinical experience of TASC programs suggests that many have primary responsibility for children as well. As with male arrestees, the demographic profile is one where there are multiple treatment needs, not simply drug abuse treatment. Addicted female offenders who come to the attention of TASC will require assistance in finding suitable employment either through basic education, job training, or placement and probably also with child care. The fact that many may be attempting to manage without much of a social network or family for support also suggests that substance abuse treatment might meet with more success if it were combined with a more extensive network of services operating as a surrogate support system.

DRUG USE

This section will present the data on drug use for the urinalysis results and for some of the self-report data collected on the DUF questionnaire. Both sets of results will be compared with the data for male arrestees.

Urinalysis Results

The results of the urine testing for the sample in aggregate and by site are presented in table 5. As

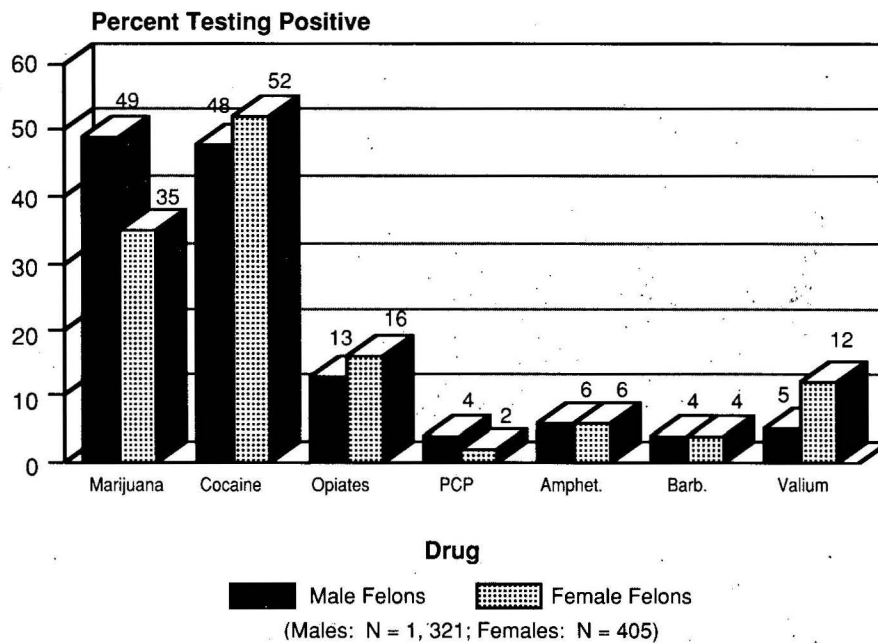
can be seen, the rate of drug use among these arrestees is extremely high. Almost three-fourths of the sample tested positive for any drug (72%) and when marijuana is factored out, virtually two-thirds continued to show positive urinalysis results. The results for each drug are equally clear: cocaine (52%) was the most frequently used drug, surpassing marijuana (34%). In decreasing order the next most prevalent drugs used were opiates (17%), Valium (11%), amphetamines (7%), barbiturates (2.3%), and PCP (2%). Polydrug use was also quite common as

Table 5
Urinalysis Results for Selected Individual Drugs and for Polydrug Use by Site

Drug	Site									
	Birmingham (N = 156)		Chicago (N = 65)		Phoenix* (N = 315)		Portland* (N = 209)		Total (N = 745)	
	N	%	N	%	N	%	N	%	N	%
Any Drug Including Marijuana	102	65.4	54	83.1	224	71.1	159	76.1	539	72.3
Any Drug Excluding Marijuana	87	55.8	52	80.0	190	60.3	140	67.0	469	63.0
Marijuana	43	27.6	25	38.5	114	36.2	73	34.9	255	34.2
Cocaine	70	44.9	50	76.9	152	48.3	117	56.0	389	52.2
Opiates	13	8.3	12	18.5	47	14.9	54	25.8	126	16.9
PCP	0	0.0	7	10.8	4	1.3	0	0.0	11	1.5
Amphetamines	2	1.3	0	0.0	23	7.3	28	13.4	53	7.1
Barbiturates	8	5.1	7	10.8	0	0.0	2	1.0	17	2.3
Valium*	26	16.7	3	4.6	17	7.8	0	0.0	46	10.6
Polydrug	N	%	N	%	N	%	N	%	N	%
2+ Drugs Including Marijuana	48	30.8	33	50.8	108	34.3	96	45.9	285	40.4
2+ Drugs Excluding Marijuana	29	18.6	18	27.7	56	17.8	59	28.2	162	23.0

*Portland, 113 cases; Phoenix, 218 cases. Excludes 193 cases not tested in Portland and Phoenix. Percentages for these two sites are based only on valid cases.

Figure 3
A Comparison of Urinalysis Results Between Male and Female
DUF Felony Offenders



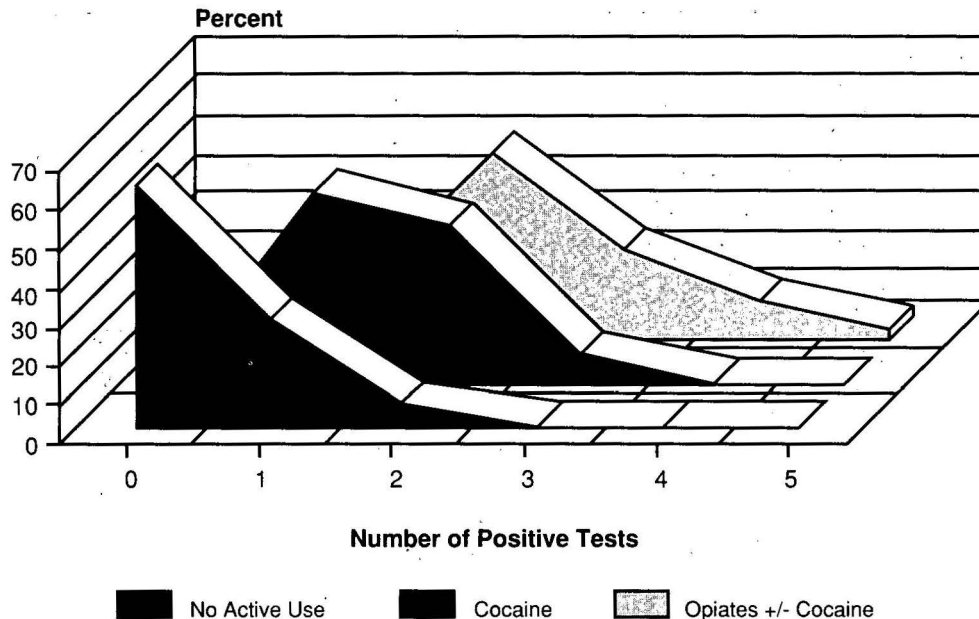
40% of the sample tested positive for two or more drugs, including marijuana, with 27% continuing to test positive for more than one drug when marijuana was excluded.

Regionally, there was again significant variation between the four sites. Chicago arrestees had the highest rate of overall use and had a substantially higher rate of cocaine use than the other three sites. Portland appears to have the next most significant problem, as over one-fourth of its sample (26%) tested positive for opiates and the rate of amphetamine use at this location was almost twice as high as the next nearest site (13%) compared to 7% in Phoenix. With respect to amphetamine use, these results are consistent with the previous studies in that this drug seems confined at the present time to the western sites and has not yet become a part of the drug culture in either Birmingham (1%) or Chicago (0%). Birmingham had its own unique ripple in that its arrestees used Valium (11%) much more than at any location. Phoenix had the next highest at 8%.

In spite of these differences, however, it cannot be said that any of the sites have a low rate of drug use among their female arrestees. Perhaps the implications of these figures and the magnitude of the drug problem for these women can be made more clear if expressed in the language of probability. At the site where cocaine use was the lowest (Birmingham, 45%), the odds are about even (a coin flip) that any given female arrested will test positive for cocaine. In Chicago these odds increase to 3 to 1, meaning that for every four women arrested, three will test positive for cocaine use within the previous 72 hours. These are almost exactly the same odds for drug use of any kind across all four sites. At any given time, at any of these four sites, three out of four female arrestees will test positive for the use of some drug, while two out of five will test positive for two or more drugs.

The urine tests of the females arrested on felony charges were then compared to the urinalysis results for the male felons. The results of this comparison are shown in figure 3. Once again, the similarity between the two groups is impressive. More women

Figure 4
Polydrug Use by Detected or Self-Reported Use
of Cocaine and Opiates by Females



test positive for the two harder drugs (cocaine and heroin) and for Valium, while men more often test positive for marijuana.

Turning again to the groupings of female subjects by their detected or self-reported drug use, the question of polydrug use was examined from another perspective. In figure 4, the frequency of occurrence of the number of positive urinalysis tests for all subjects is plotted by drug use group. For example, about 25% of the subjects in the No Active Use group tested positive for the presence of one drug other than cocaine or opiates, while over 30% of the subjects in the cocaine group tested positive for the presence of two drugs. The data also show that polydrug use was greatest in the Opiates group, where almost 20% of the subjects tested positive for three drugs and about 8% tested positive for four drugs. The basic point illustrated by figure 4 is that the more one uses drugs (as indicated by cocaine and opiate use), the more types of drugs one uses. In addition to using both

opiates and cocaine, subjects in the opiate group are more likely than other subjects to use other drugs such as barbiturates, marijuana, and amphetamines. Because of this, these subjects would seem to represent the greatest challenge to treatment agencies, given the degree of their polydrug use.

More speculatively, it may be that the pattern of use shown in figure 4 represents a progressive phenomenon. As previously stated, subjects in the Opiates group are somewhat older than the other subjects. It may be that over time, as an addiction to cocaine and/or opiates develops and deepens, the predominant use of a preferred drug or drugs gives way to a more opportunistic pattern of use, whereby virtually any mood-altering substance becomes part of the daily regimen. The number of different types of drugs used may depend solely on whatever is readily available at the time. In this scenario, the use of opiates and cocaine appears to occur within the larger context of the use of any available, if less preferred, substances.

Self-Reported Drug Use

Data on the self-reported drug use of selected drugs for the entire sample are shown in table 6.⁸ There is not much here to contradict the urinalysis data: high percentages of arrestees admitted to having tried marijuana (80%) and cocaine (62%). Over one-fourth said they had tried heroin (26%) and another one-fifth said they had at least one experience with crack (20%) and uppers (21%). These figures are comparable to those reported for the male offenders (NCTP, 1989) and again highlight the extent of drug use among these women.

If DUF subjects admit to having ever tried a drug, they are then asked whether they have ever developed a dependence on that drug and at what age the dependence began. The results for these items reveal a stable pattern of first use and first dependence. Initial drug use or experimentation with alcohol and marijuana begins at about 16 years of age, followed by use of PCP, barbiturates, and uppers at around 18 or 19 years of age (all figures reflect mean scores). The

⁸ In analyses of data not presented, the four sites were compared on the variables shown in table 6. There were no apparent intersite differences found, so that these data were subsequently excluded from the discussion.

use of the harder drugs, cocaine and heroin, typically occurs at around 20 years of age. The pattern of dependence is harder to gauge because for some of the drugs (e.g., PCP, barbiturates, and uppers), only small percentages of subjects admitted to developing a dependence. However, these data show that the first dependence on alcohol and marijuana occurs in the subjects' early twenties (when harder drug use is beginning), followed by the development of cocaine and heroin dependency in their midtwenties. If the figures for age of first use and age of first dependence are compared, it can be seen that there is a much shorter period between the times of first use and dependence on cocaine and heroin (typically about 2 years) and the times of first use and dependence on marijuana and alcohol (typically about 4 to 5 years).

It is important to point out that the percentages in the column labeled "Ever or Now Dependent" are not based on the total sample but rather on the proportion of subjects who admitted ever using a drug and then becoming dependent on that drug. These data thus provide a measure of the self-reported addictive potential of each drug. According to these figures, heroin appears to be the most addictive drug, as over half of all subjects who initiated heroin use went on to develop a dependence. Next is cocaine for which about one-third of the subjects said they became

Table 6
Self-Reported Drug Use and Dependency Patterns
for Sampled Female DUF Offenders

Drug	Ever Tried?		Mean Age First Tried	Ever or Now Dependent?		Mean Age First Dependent
	N	%	Years	N	%	Years
Alcohol	677	90.9	15.8	100	15	22.4
Marijuana	592	79.5	16.1	60	10	20.8
Cocaine	463	62.1	22.5	149	32	26.4
Crack	146	19.6	23.1	42	29	24.7
Heroin	196	26.3	22.0	101	52	24.1
PCP	99	13.3	18.9	3	3	24.0
Barbiturates	116	15.6	18.1	15	13	18.6
Uppers	158	21.2	18.5	15	9	30.9

addicted. The remainder of the drugs shown in table 6 are well below these figures, though, of these, alcohol—the only legal drug in the table—was highest at 15%.

Reflecting on the meaning of these data, the patterns described suggest that women offenders begin their drug use careers with alcohol and then marijuana, but most do not feel that they ever develop a dependency on these two drugs. Instead, for a sizable number, this early experimentation is *associated* with the later use of harder drugs that do often lead to the development of an addiction. Using the language of probability again, the chances are even (50%) that any female arrestee who has tried heroin will become addicted to that drug.

How do these figures compare to those reported for men? A number of studies have suggested that women are often introduced to drugs by their boyfriends or male companions and, as a result, their first use of a drug occurs at a later time than for men (Hser, et al., 1987). To determine if the DUF data supported this finding, the ages first tried, age first dependent, and percentages developing a dependence were plotted by drug for the samples of male and female felons. The results of these plots are shown in figure 5. Referring to the top left graph first, it can be seen that with the exception of crack, men generally begin their drug use at an earlier age than women. Thus, these findings offer support for previous research which demonstrated that females are frequently introduced to drugs by males (cf. Hser, et al., 1987).

This same order holds for the age of first dependence; women become addicted at a later age than men for all the drugs assessed here. This finding, however, is not consistent with previous studies that suggested that women develop addictions faster than men (Anglin, Hser, and McGlothlin, 1987; Ellinwood, et al., 1966). If this had been the case, the lines showing the age of first dependence for men and women would have converged. Instead, men and women maintained their same relative positions; men start earlier and develop an addiction earlier, women start later and develop an addiction later. It should be pointed out though that these earlier studies focused solely on narcotics addiction. In any case, this cannot be construed as particularly good news, since the time between first use and addiction is still short for both men and women.

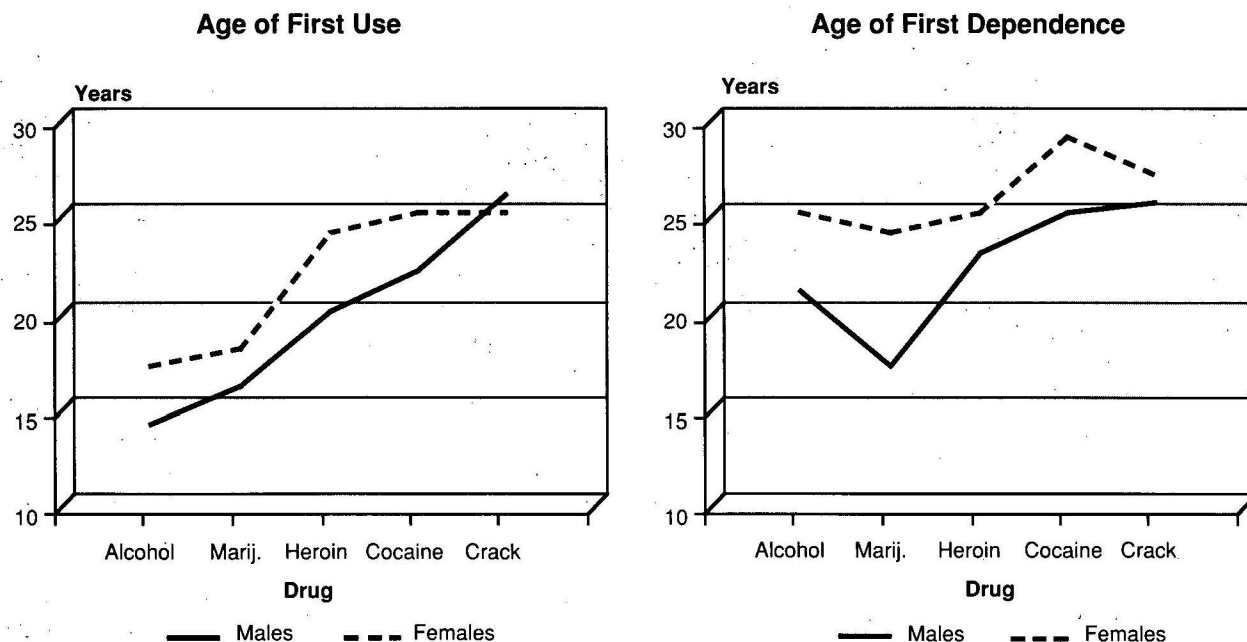
At the bottom chart in figure 5, it was found that higher percentages of women than men who try heroin or cocaine go on to develop an addiction. This is especially true for heroin where, again, half the women reported becoming addicted compared to 40% of the men.

TASC and Treatment Implications

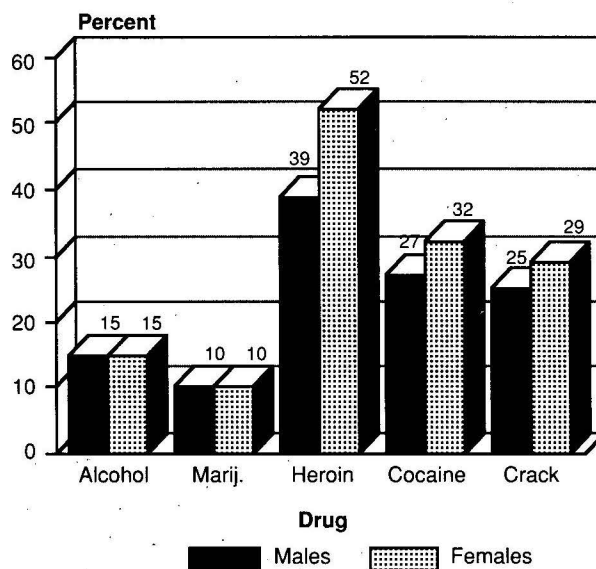
The urinalysis, self-report data, and comparative analyses suggest the following treatment implications for TASC programs:

- The data presented in this section highlight that cocaine use is the most widespread problem in arrestees. This is the same for women as for men. However, the addictive potential of heroin for women may be higher than for men (or, at least, women are more willing to admit their addictions than men). In either case, there is little doubt that the drug abuse problem with female arrestees is at least as severe as it is with men. Also, as the arrest information showed, these women commit a considerable number of crimes. Though the actual number of women arrested for crimes is less than men, their need for treatment is the same. This information points to the need for expanding TASC services to assess, monitor, and treat women.
- The fact that many women begin their drug use as a result of a relationship with a man may mean that they are more susceptible to the influence of others when it comes to using drugs. This may be important during treatment where the issue of dealing with and breaking free from a pathological relationship with a male addict may need to be addressed.
- Women develop their addictions at a later time than men but the fact that a larger proportion of them do develop an addiction demonstrates a need to intervene earlier in the cycle, perhaps during the experimental phases of drug use, which appear to be in the middle to late teens. Some type of intervention could be targeted toward these early users who perhaps have not begun to use heroin or cocaine but are likely to do so and to become addicted.

Figure 5
A Comparison Between Male and Female Arrestees on Age of First Use, Age of First Dependence, and Percent Dependent



Percent Developing a Dependence of Those Who Report Ever Using a Given Drug



WOMEN AND THE RISK OF AIDS

As discussed, female addicts are at multiple risk for contracting AIDS. This is because they are more inclined to share their drug paraphernalia and to support their addictions by engaging in sex with multiple partners. The latter can occur either as a direct exchange of sex for drugs or via prostitution. The phenomenon of engaging in promiscuous sex has been especially tied to the use of cocaine, whereby the street name "coke whore" is used to describe women who engage in this practice. The DUF data were examined to see if, in fact, there is a relationship between intensified drug use and more frequent sex; and to see what the DUF data say about how women compare to men in their propensity for injecting drugs and sharing needles.

Figure 6 shows by drug the percentage of female arrestees who said they inject that particular drug. The data show that 40% of the sample said that they have injected drugs at one time or another. Judging from the other figures shown, the majority of these cases probably are attributable to the injection of cocaine and/or heroin. In figure 7, the injection rates for male and female felons are compared. Without exception, larger percentages of DUF female felons had injected drugs than men.⁹ The issue of needle sharing is addressed in figure 8, which compares the responses of male and female felons to the question: "How often do you share your needles or works?" The findings support previous research. Women from the DUF sample who said that they do inject drugs had a tendency to share their needles more often than men. This is especially true at the extreme where subjects said that they share their needles most of the time. The percentage of women falling into this category (11%) was over twice that of the men (5%).

⁹ See note 1.

The second risk factor, the relationship between drug use and multiple sexual partners, can be examined from several different perspectives using the DUF data. First, one would expect that if this relationship were direct, more intense drug use would lead to greater involvement in prostitution, and be related to a higher number of sexual partners in general. To see if this was true for the female DUF sample, the three drug use groups were compared in terms of the percentages arrested for prostitution and the number of sexual partners they had during the past year. In making this comparison, it is assumed that the three groups represent a continuum of increasingly intense drug use. The first group did not test positive for or admit to using either cocaine or heroin. They are considered to be the least intense in terms of their drug use. The third group, labeled Opiates and/or Cocaine, tested positive or admitted to using opiates at the time of arrest. Additionally, as noted, a majority (70%) of this group also tested positive for or admitted to recent use of cocaine. These female arrestees represent the most intense drug use in the sample. The Cocaine group, which tested positive for or reported a current dependence on cocaine, fell between these two extremes. The fact that polydrug use was highest in the Opiates group and lowest in the No Active Use group (see figure 4) suggests that this scheme is a valid way of classifying subjects according to the intensity of their drug use.

Figure 9 (left side) reveals that as the intensity of drug use increases, so does the probability of involvement with prostitution. Almost one-quarter of the group using opiates at arrest were charged for prostitution compared with only 11% of those who had no detected opiate or cocaine use. In figure 9 (right side), the distribution of the number of sex partners is shown. Here again, the relationship holds. The greater the involvement with drugs (heroin and cocaine), the higher the likelihood of sexual engagement with increasing numbers of partners. This is especially true at the extreme point of 21 or more partners in the past year.

Figure 6
Percentage of Female Offenders Who Have Ever Injected
Drugs by Type of Drug

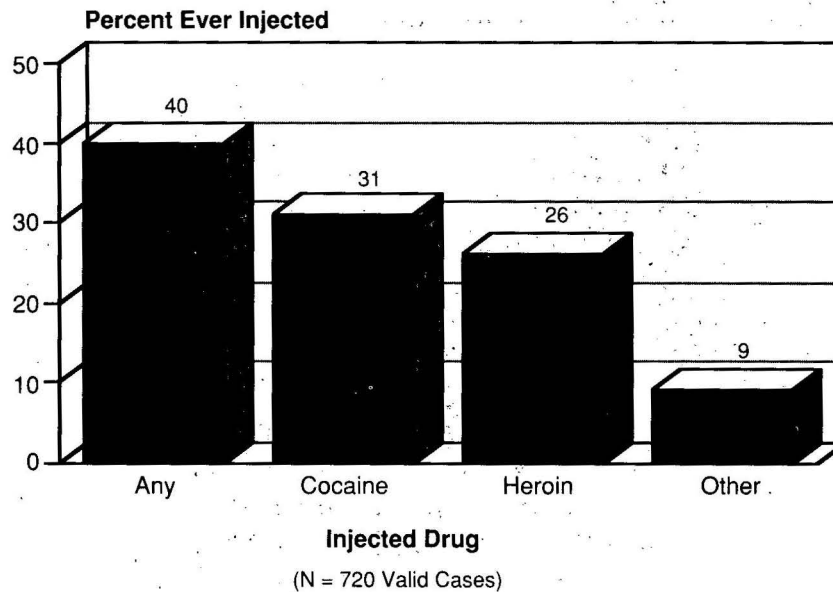


Figure 7
A Comparison Between Male and Female Felons Who Have Ever Injected
Drugs by Type of Drug

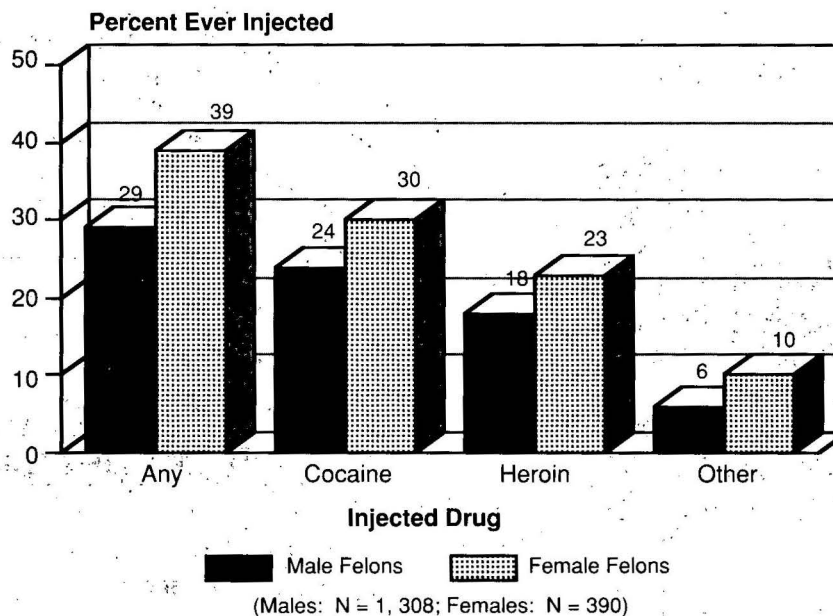
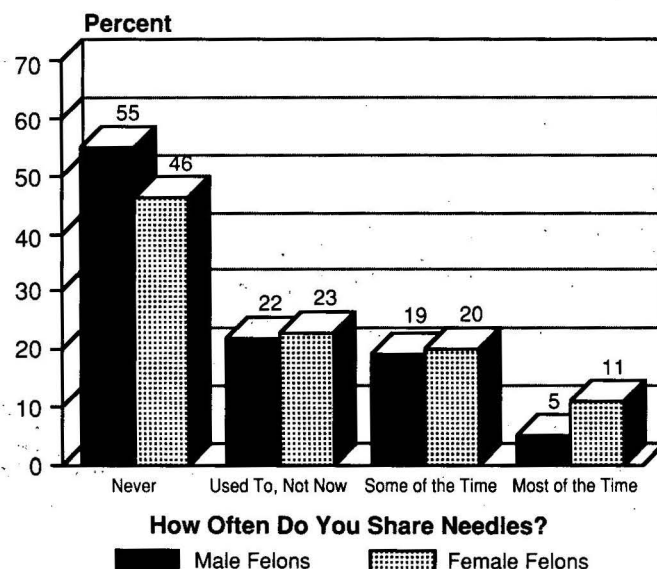
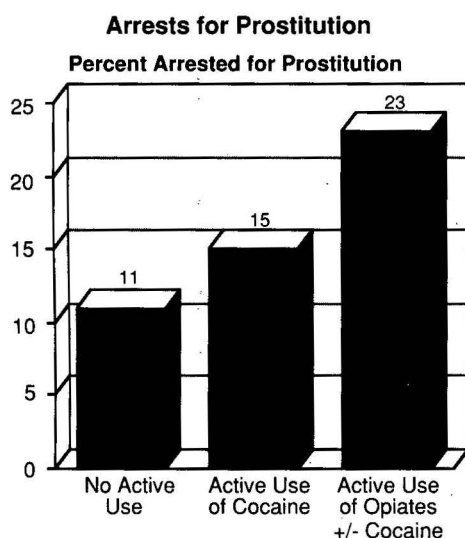


Figure 8
A Comparison Between Male and Female Felons
on Needle-Sharing Practices



(Males: N = 373; Females: N = 130)
 (Based on number of subjects who reported they presently inject drugs.)

Figure 9
Percentage Female Arrests for Prostitution and Number of Sex Partners
by Detected or Self-Reported Use of Cocaine and Opiates



(No Active Use: N = 313; Active Use of Cocaine: N = 287;
 Active Use of Opiates and/or Cocaine: N = 145)

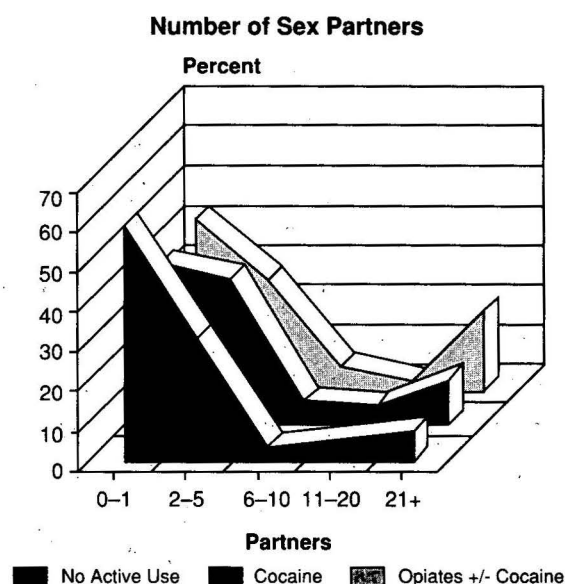
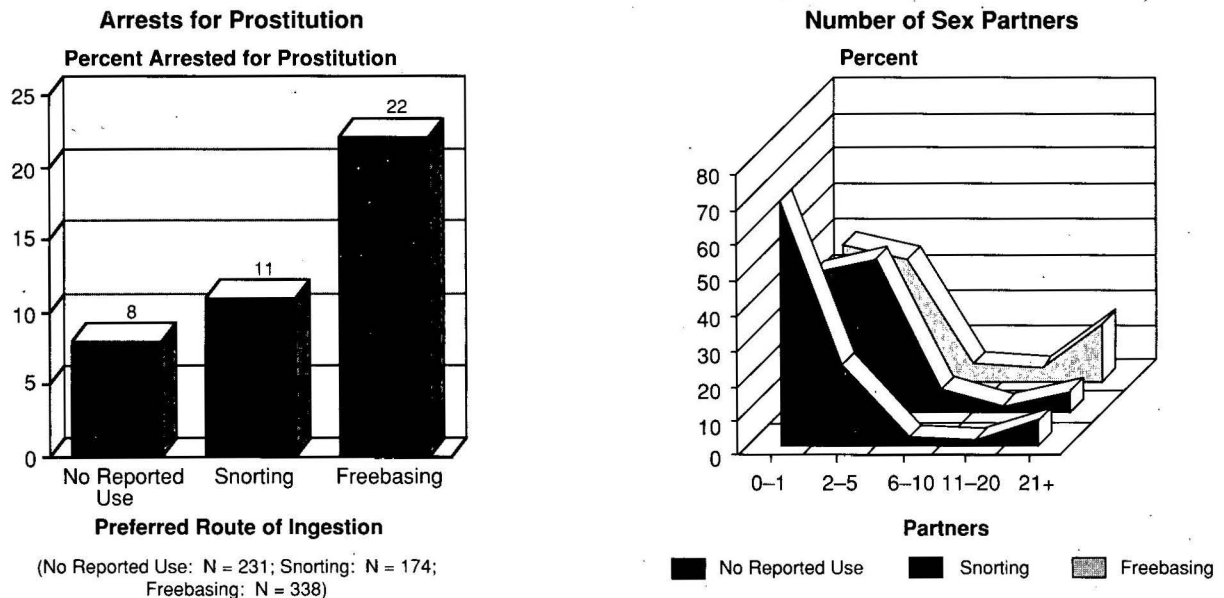


Figure 10
Percentage Female Arrests for Prostitution and Number of Sex Partners
by Preferred Route of Cocaine Ingestion



The next issue to be addressed looks at whether the same relationship is true for intensifying cocaine use. The AIDS risk literature has explicitly identified cocaine use as instigating increased sexual activity in women (Morningstar and Chitwood, 1987). The DUF questionnaire does not elicit responses about the amount and frequency of cocaine use, the usual measures for calculating intensity of use. However, subjects are asked about their preferred method of cocaine ingestion, which, as implied by Kleber (1989), can be used as a yardstick for measuring intensity. Subjects who smoke or inject cocaine are probably more intense users of cocaine (i.e., use cocaine more often and in greater amounts) than subjects who snort or insufflate the drug. For the purpose of these analyses, subjects were regrouped according to their preferred method of cocaine ingestion: 1) no cocaine use; 2) snorting as the preferred route; and 3) freebasing as the preferred route. These three groups were then compared on the percentage of arrests for prostitution and the frequency distribution of the number of sex partners. The results are shown in figure 10. The data are consistent with the hypothesized relationship: Among women, the more intense

the use of cocaine, the greater the likelihood that they will be involved in prostitution and the higher the number of sexual partners they will have.

TASC and Treatment Implications

The data and analyses conducted in this section lay out several emphatic points with respect to treatment:

- First, women do engage in the risky practice of needle sharing to a greater extent than men. Some research has shown that knowledge about AIDS transmission is widespread among IV drug users (Friedman, Des Jarlais, and Sotharan, 1986). Treatment of the female drug abuser who injects drugs, then, must determine why she continues this practice in the face of overwhelming evidence that it places her at an extreme risk of HIV infection. Alternatively, if it is found that female addicts are not receiving basic information about AIDS risk, then such education must become a routine part of treatment programs.

-
- Second, women also appear to use sex as a way of obtaining drugs. Prostitution bears a relationship to increased drug use in general, and to intense cocaine use in particular. The majority of the charges for prostitution were classified as misdemeanors. This means that many, if not most, of these women will not come to the attention of TASC programs until they are charged with a more serious crime. There needs to be special attention given to reaching this group of offenders, possibly through some type of cooperative arrangement between the criminal justice system and TASC or TASC-like programs.

SUBSTANCE ABUSE TREATMENT HISTORY AND PERCEIVED NEED

Finally, the last area for review includes a brief look at the treatment histories of the female arrestees and their perceived need for treatment. As mentioned, a special section describing the results of an informal field survey of TASC treatment providers will be included as well.

Table 7 shows the results from three of the DUF questionnaire items pertinent to this area. Though not shown here, these data are almost identical to those for the male arrestees and invite the same commentary. The majority of these women (71%) had never been in substance abuse treatment and at the time of arrest only about 4% were in treatment. These figures were relatively consistent across sites. When

subjects were asked whether they needed some type of substance abuse treatment now, just over 31% responded that they did. While this is encouraging, it is far from the number of subjects it should have been. This figure, 30%, represents only a little more than half the women who tested positive for cocaine *alone*, not counting any of the other drugs. It seems that like men, a large proportion of women deny that they have a drug problem and that they need help. As a beginning point, however, about one-third of the sample do admit a problem and do recognize the need for treatment. Perhaps the point to start extending treatment services to female offenders in need begins with these women.

Table 7
Treatment History and Perceived Need for Treatment by Site

	*Portland		Phoenix		Chicago		*Birmingham		*Total	
	N	%	N	%	N	%	N	%	N	%
Have You Ever Had Treatment?										
No	63	65.6	224	71.1	46	70.8	71	75.5	404	70.9
Yes, Drug Only	23	24.0	55	17.5	13	20.0	17	18.1	108	18.9
Yes, Alcohol Only	5	5.2	16	5.1	1	1.5	1	1.1	23	4.0
Yes, Drug and Alcohol	5	5.2	20	6.3	4	6.2	5	5.3	34	6.0
Data Not Obtained	113	54.1	0	0.0	1	1.5	62	39.7	176	23.6
Are You in Treatment Now?										
Yes	6	2.9	20	6.3	2	3.1	3	1.9	31	4.2
Do You Need Treatment Now?										
No	137	65.6	206	65.4	38	58.5	107	68.6	488	65.5
Yes, Drug Only	50	23.9	57	18.1	17	26.2	36	23.1	160	21.5
Yes, Alcohol Only	6	2.9	13	4.1	2	3.1	4	2.6	25	3.4
Yes, Drug and Alcohol	10	4.8	19	6.0	5	7.7	6	3.8	40	5.4
Data Not Obtained	6	2.9	20	6.3	3	4.6	3	1.9	32	4.3

*Because of the large amount of missing data in Portland and Birmingham, columns with asterisks indicate where the percentages for the first question were adjusted to reflect only the number of valid cases.

TREATMENT SURVEY

A small informal survey was conducted throughout the country to ascertain the opinions of TASC program professionals on whether current substance abuse treatment is adequate for meeting the needs of the addicted female offender. Special thanks are extended to Pat Craft of Iowa, Manuel Fernandez of Texas, Bob Lefkin of California, Janice Sanders of Florida, Andrew Corizzi of New York, Louise Sokal of New York, and Janet Gilles of Illinois for their time and cooperation in the survey.

Although there was some variation in the intensity of the responses, there were two points uniformly stated: 1) child care must be included in a successful treatment regime; and 2) women addicts suffer a much greater degree of stigmatization than do male addicts. In some ways, the two are interrelated.

One may wish to assume an addicted mother is a "bad mother" and, by some standards, it is likely true. These women, however, are probably single mothers with primary caretaking responsibility. Despite their drug use or criminal behavior, they are interested in their children's welfare. They are immensely reluctant to commit to a program that denies them their children for a long period of time. In fact, their entering treatment might be cause for the State to initiate hearings for either temporary or permanent custody. If a woman fears the State system, does not have relatives or friends with whom to leave the children, and the treatment facility does not provide for child care, the woman has few options.

Several of the respondents also mentioned problems with reunification when the mother and child are separated over time. The mother will likely feel guilty about leaving the child, and the child may feel anger, resentment, or embarrassment about the episode. These issues, coupled with extremely low self-esteem, complicate the therapeutic needs of the female addict.

In addition to these legitimate worries, the addicted female offender is often viewed with contempt and

disrespect. If she is a mother as well, that contempt is multiplied by a belief that she must also be neglectful, if not abusive. The community, the criminal justice system, and her contemporaries are likely to view her as hard, wild, or a whore. While men may be seen as "sowing their wild oats," the same tolerance is not extended to women. Frequently, this double standard is carried into the treatment community where other male clients, if not the staff, have the same beliefs about the female user.

All of these issues combine to make women unlikely candidates for successful treatment. The respondents consistently stated that women stay in treatment for shorter periods of time than men and that much of the treatment available to women is either inappropriate or insensitive to the needs of the female client. This was especially discussed with reference to therapeutic communities (TC).

Although TC's have shown much success with male addicts, it appears that they do not meet the needs of the woman client for several reasons: 1) TC's do not permit children to be a part of the community; 2) the structured system whereby clients earn the privilege to obtain outside help does not meet such unique and immediate needs as eating disorders or medical problems; 3) often, TC's are operated by former male addicts who stereotype the female addict; and 4) the confrontive nature of the TC can feel like an abusive situation to the woman and cause her to cower from, rather than participate in, treatment. As many of these women come from either physically or emotionally abusive relationships, a more nurturing environment may be necessary.

All the respondents agreed that women were probably at a higher risk of contracting HIV infection than men. Though IV drug use and sharing drug paraphernalia were mentioned, the majority reported sexual activity as the riskier behavior for women. As one person stated, "Even in what may seem to us a pathological relationship, the woman will remain true to her man. He in turn, as part of the macho image, will have many sexual partners."

Although several respondents commented that women frequently connect with men for the purpose of obtaining drugs, two people made an important distinction in the "drug for sex" dynamic. It was reported that the female participant was barely postadolescent, while the male was in his late twenties or early thirties.

As mentioned, these comments are based on a very small and informal survey of TASC practitioners; they cannot be construed to represent a uniform opinion or truth. They do seem, however, practical and insightful and their implications for TASC and treatment programs should not be ignored. If treatment is to succeed with the addicted female offender, it should be early, preventive, and sensitive to the emotional and physical needs of women. The dynamics that have formed the rehabilitative world to date are predicated on a male model that has not needed to address such issues. As demonstrated in this paper, women are moving toward equal participation in the criminal and drug world, and the traditional systemic response may need to be modernized.

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